DOCUMENT RESUME

ED 024 365 JC 680 424

By-Herridge, Eileen, Ed.

Board-President Relationships: Papers from a Series of Conferences for Community College Presidents and Their Boards of Trustees.

Midwest Community Coll. Leadership Program, Ann Arbor, Mich.

Pub Date 67

Note-94p.

Available from-Midwest Community College Leadership Council, 1020 South University, Ann Arbor, Michigan 48104 ($2.00).

EDRS Price MF-$0.50 HC-$4.80

Descriptors-Board Administrator Relationship, *Chief Administrators, Conference Reports, Consultants, *Governing Boards, *Junior Colleges, *Presidents, *Trustees

Identifiers-*Michigan

The Midwest Community College Leadership Council is a cooperative agency of the University of Michigan, Wayne State University, and Michigan State University. It has sponsored conferences for trustees and presidents of newly formed junior colleges. Ten representative addresses from the conferences, collected in this paper, cover different aspects of the role of the president, the trustee, and the regent, the relationship between board and administrator, the importance of occupational education, the functions and value of a consultant, and the formation and organization of a college. The document also gives the by-laws of the Michigan Association of Community College Boards and details of its organization. (HH)

ED0 24365

BOARD–PRESIDENT RELATIONSHIPS

THE MIDWEST COMMUNITY COLLEGE LEADERSHIP COUNCIL

JC 680 424

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BOARD - PRESIDENT RELATIONSHIPS

Papers from a series of conferences for community college presidents and their boards of trustees.

1967

The Midwest Community College Leadership Council
1020 South University
Ann Arbor, Michigan - 48104

Eileen Herridge, Editor

$2.00 Per Copy

FOREWARD

The Midwest Community College Leadership Program is a cooperative agency of three major Michigan universities--The University of Michigan, Wayne State University and Michigan State University--to improve the character and quality of preparation available for practicing and potential administrators throughout the North Central area of the United States.

During the past three years the Council has also taken on an added role, that of preparing trustees of community colleges for their responsibilities by offering conferences for trustees and presidents. Newly formed colleges, of which there are many, with newly appointed boards and presidents find these conferences most helpful in defining their functions and relationships with one another, the teaching faculty and the community.

Ralph W. Banfield
Executive Secretary and
Conference Director

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INTRODUCTION

During the past year the Council with aid from other agencies either sponsored or co-sponsored four meetings for newly formed community colleges and their leaders.

The four conferences took in different functions and patterns. The first one was held in East Lansing, Michigan, and aided in the forming of a state organization for Michigan community college trustees. The second and third conferences were held in Jefferson, Missouri, and Albuquerque, New Mexico. These took on the regional outlook and included participants from surrounding states. The final conference was held in Topeka, Kansas, and only included participants from within the state.

The reactions to all the conferences were most gratifying and have caused us to conclude that many more will be needed in the future, both for indoctrination and continued education of those entrusted with this major responsibility.

It is therefore hoped that the following information as published will be of benefit to those who participated and also those not in attendance.

We are including the major presentations made for which we received manuscripts and two appendices relating to the Michigan Association of Community College Boards.

"THE ROLE OF THE COMMUNITY COLLEGE PRESIDENT"

Eric J. Bradner
President, Schoolcraft College

When I was asked to participate in this conference and to assist in defining the "role" of the administrator I agreed because I thought it would be an easy task. First, I would limit myself to the presidency. Then I would synthesize all the writings about the president and his job. Then I would conclude with a few well chosen comments from my own experiences.

I soon found, however, that there has not been very much written about the community college president. Besides, my wife and my secretary convinced me that the conference would probably be much more interested in the thoughts of a practicing president than in those of one who looked at the position from the outside. So I have decided to spend the greater portion of time discussing my own beliefs, and will then analyze some of the things others have decided about the community college president.

Here then are the important personal and professional characteristics of the community college president as seen through the eyes of one who has been in community college administration for a number of years.

The "good" president must have many of the characteristics of the "good" boy scout. You remember the list. "A Scout is trustworthy, loyal, helpful, friendly, courteous, kind, obedient, cheerful, thrifty, brave, clean and reverent." So must be the president.

As the first item of importance I place the word honesty, for I believe that without honesty an administrator cannot be a good president. When I say honesty, I mean personal honesty. The administrator should avoid stratagems which will enable him to present different faces to different groups. If he makes a statement it should have the same meaning for his staff and for the faculty. He should be willing to express the whole truth at all times. He should have a moral commitment to speak and act in an identical manner at all times. He must have the courage of his convictions. It is my belief that without this personal characteristic on the part of the president the whole campus will go to pot, for the faculty and staff will reflect in their own actions the dishonest characteristics of the administrator.

A college president needs to be a gambler, in the better sense of the word. He must be willing to take a chance. There are few things that are certain in this world. Surely, one is that the administrator who sits back and who will not move until he is absolutely certain of the results will never move. I have come to the conclusion that the successful administrator is one who takes a calculated risk after analyzing the possible results of his actions. It is an understatement to say that this sometimes takes a lot of nerve, but in my estimation this is one of the more important aspects of a good community college president.

I believe in a third necessary personal characteristic. Without a goal, or a series of goals, most presidents will not succeed. Therefore, the president should be self-directed. He should know where he is going and have either one objective or a series of objectives which will follow each other as they are realized. This means to me that a president must have a well laid out plan for the realization of his professional future. This plan will include, but not necessarily be limited to, the development of the college where he finds himself at the moment. I think there always should be in the mind of the administrator a goal which encompasses perhaps more than his current job, one which will keep him pushing to achieve more. This is the personal characteristic that will lead people to describe the president as a "go-getter".

It is helpful if the president has a good sense of timing, which is truly a gift from the gods. The president should have the intuition to realize that although an action may be good, and may be necessary, the time has not arrived, or perhaps has passed, when this action should be taken. The college president who lacks a sense of timing eventually gets himself into a mess.

A community college president must be willing and able to delegate, for no man has been successful only through his own efforts. Without his ability to delegate the college president is a harried man tied to his desk by detail. He is deprived of the time necessary to think things through. Further, if the president lacks this ability, his subordinates cannot act to the limit of their capacities, for they will always have to seek assurance that their actions are in agreement with the will of the president. They will become yes men or no men.

As one of his major characteristics, a college president should like people. He should have the capacity to work well with his staff, to enjoy a joke, to be really interested in the people with whom he works. He should like his faculty, he should like his students and he should work at this liking so that they will have an opportunity to know him. Many little discontents often mount into large problems if they are not stopped. A college president who keeps his lines of communication open is usually in a position to calm fears before they become problems. But, while he should like people, he should be able to realize that he is not running a popularity contest. His ability to discern those in whom he can put his trust and to whom he can delegate responsibility should not be influenced unduly by his likes and dislikes. All of us know of presidents who have suffered from misplaced trusts.

Certainly, the president must be well trained and have experience, although I am not certain as to just what this training must be. So far as I know the only significant badge that is given to college presidents to wear is a doctorate, so I would feel that a college president should either have a doctorate, if he is a new one, or have worked himself to the point of having sufficient experience and demonstrated capacity to have the equivalent of a doctorate. Some people prefer that the administrator have a Ph.D. rather than an Ed.D. I see little difference between them.

Regardless of the type of degree held, very few administrators will find time to do research. The unfortunate fact, as I have found it to be in my experience, is that there is just not enough time or energy for the president to be a practicing scholar. For example, I have been trying to write the experiences I had in establishing Schoolcraft College. I am sure my problems and solutions would be helpful to others. I have a wealth of notes. But there always seems to be something much more important to do. I now doubt that I will ever get to this important work.

I would suggest that there is no particular reason for a college president to be a man. Perhaps a college president might be a woman. In either case a college president should exemplify his sex. She should be a feminine president if she is a woman; he should be a masculine president if he is a man. I think that in the field of personal characteristics the overall comment might be that a college president must be true to himself or he cannot be true to anyone else.

Of course, there are other personal characteristics. A college president is supposed to have dignity, whatever that might be. He also is supposed to be neat. I used to think a few gray hairs would add to his appearance and his dignity, but I'm not too sure of this now.

I have listed some of the personal, as opposed to professional, characteristics of the president. It is really difficult to separate the two, for after all is said and done the president should be well integrated, not separated into neatly divided segments. However, let me list a few characteristics that might be designated as professional. I believe strongly that a man who is a president should think and act like a president. He should insist upon the authority of the office. He receives this authority from his board and he must exemplify this authority in his every action. He is a president at all times.

The board's relationship with the president in this respect is most important. Too frequently a community college board consists of members who have served on public school boards who bring to their new positions some of the thinking involved with membership on a local school board. The college board sometimes fails to relinquish to the president all of the authority which the president should have. I have heard of situations where individual board members thought of themselves as the watchdogs of the treasury or the watchdogs of the educational establishment. This may work in schools, but will not work where the president should have the authority of his position.

It follows, too, that where there must be authority there must also be responsibility. The president is the college in the eyes of the board, and the president will be held responsible for all acts that occur on the college campus. This means that the president must be willing to assume responsibility for the actions of his entire staff. When, as president, I think of this responsibility, I am somewhat upset, but it is my responsibility.

The president has another professional characteristic. He is the leader, after his deans, of the faculty. He is also the leader of the college and represents the college in the community and in the state at all times. When I say he is the leader of the faculty, I mean he should try to synthesize the thinking of the faculty and express this thinking to the community at large. He should also be able to express the philosophy of the college to the faculty to the end that this philosophy is adopted by all.

For it is a professional responsibility of the college president to be the guardian of the philosophy of the college as expressed by his board of trustees. There are many questions which come to the president for answer which cannot be answered in any other way except by reference to the policies adopted by the board. Unless the president himself believes thoroughly in this philosophy (and it would help if he has had some part himself in the formulation of it), he should resign, for he cannot act as a good president for that particular college. By the same token it is the duty of the president to disseminate this philosophy throughout the entire college. I am a firm believer in the fact that if a faculty member knows what is expected of him, he will act accordingly. If he knows and accepts the philosophy of his college he will express it by his actions.

Among the rather interesting professional requirements of a college president is the responsibility for keeping at least one step ahead of the board as it develops its thinking regarding the college. By this I mean the college administrator cannot just sit back and accept the educational thinking of the board. It is the responsibility of the president to be a leader in educational thinking for the community and to pass this thinking on to his board. Some may disagree, but I believe that unless the president is the educational leader of the board he is not doing a thorough and complete job. How does the president exert this leadership? This is done, it seems to me, by personal contacts with board members and by position papers presented to the board gratis from time to time. If the board accepts this leadership and acts upon it, well and good. I have found that my own board sometimes takes my reports and files them away only to come back to them six months or even a year or two later for discussion and action. (Perhaps my sense of timing is off!)

While no college president can know everything that goes on in his college, each president should be well enough versed in the intricacies of his college to be able to question the actions of his subordinates. Let me give you an example. I receive periodic financial reports from my business office. I am not a C.P.A. and I do have trouble sometimes determining just what the reports mean, but I have sufficient knowledge to ask questions and I expect answers.

The same thing is true in my office of instruction and in my office of student affairs. Sometimes when I question some of the decisions made by our registration and admission officials I find my past experience to be very helpful. A similar knowledge helps in the field of instruction. This is not to say that the president is to take over the work in any one of these areas but he should keep himself sufficiently informed so that subordinates are kept on their toes.

A little while back I indicated that no man came to success entirely by his own efforts. To me this means that when capable subordinates have been selected by the college president he will allow these subordinates to do the actual work. In fact, he will insist upon their doing so. So, again the college president needs to be a good judge of men and women.

I shall never forget my first administrative appointment. It happened that I needed a dean of women and after surveying the field I selected a woman whom I thought would be successful. I went to Chicago with my wife and discussed matters with her and, while I had some nagging doubt in the back of my mind, I decided that perhaps she could do the job. Unfortunately, when she came on the job it soon became apparent that the new dean was unable to relate to young people and before the year was out she was sitting in her office cutting paper dolls. This, I think, taught me a lesson--the lesson being that one must investigate and yet investigate again and again before hiring anyone for a key position. Since that time, with only one other exception, I have been extremely fortunate in my selections and while I have not been entirely satisfied with everyone, I challenge any administrator to find a better group of immediate subordinates.

Just the other day I discovered a facet of my job that I hadn't thought about, but which I now realize comes up frequently. I was called upon to mediate between two of my divisions, neither of which could agree with the other and in both of which personalities were involved. As I look back over my career I find that more often than not the duty of the president has been to mediate disputes in his staff and to interpret the philosophy of the college through this mediation. This has come to be a most important part of my position.

Now that I have given you my concepts of what a college president should be, it is time to review what the real "authorities" have had to say. I have made no real search through the periodical literature.

Strangely enough, although there have been many books written in the last fifteen years on community college problems, in only two of the major ones is there much that concerns the community college presidency. As one might expect, Dr. Jessie Bogue's book, The Community College, written in July of 1950, contains a fine discussion of the college presidency. He writes, and I paraphrase: The chief executive must be directly responsible to the board. He should draw up a chart of organization in administration so each of his staff and faculty knows exactly what his position is. He should delegate his responsibilities and yet at the same time he should be willing to assume responsibilities. He should be in command, never autocratic and never vacillating or weak. He should be fair and positive. He should be above all an inspiring leader who, while accepting thoughts and help from his staff and faculty, will still be easily distinguished from the follower.

So much for Dr. Bogue's concept. The other book that discussed the issue was the one written by Clyde Blocker, Robert Plummer, and Richard Richardson entitled The Two Year College: A Social Synthesis, published in 1965. These gentlemen listed fifteen administrative skills which they considered to be important. I will not repeat all of them because most are similar to those which I have already indicated. However, some might be of interest. They suggest that the administrator must possess personal understanding and skills to reach his objectives through others. He needs the ability to determine which logistic approach or technique is appropriate. He must have the ability to coordinate many functions, to affect change and improvement, to understand the various roles of others, to get to the real heart of a situation, to lead discussions, to be willing to appraise his own leadership, to constantly analyze his work and to have a sensitivity to the organizational structure, both formal and informal.

There are other lists of the duties, responsibilities and characteristics of the college president, but for the sake of brevity I shall refer to only one more--and perhaps the most recent.

On the first of this year the American Association of University Professors, the American Council on Education, and the Association of Governing Boards of Universities and Colleges published a statement designed to answer questions which concern the governing of colleges and universities. This statement was extracted by Editorial Project for Education in the January 2, 1967, EPE 15-Minute Report and has been read, I feel certain, by many board members and administrators attending this conference.

This statement contains a section on the role of the president, and while it is directed to the college or university rather than the community college it is appropriate that it be examined at this point. The statement mentions five responsibilities of the president.

1. "The president,...is measured largely by his capacity for institutional leadership.
2. ...the president has a special obligation to innovate and initiate.
3. The president must at times, with or without support, infuse new life into a department...to solve problems of obsolescence...
4. It is the duty of the president to see to it that the standards and procedures in operational use within the college or university conform to the policy established by the governing board and to the standards of sound academic practice.
5. The president is largely responsible for the maintenance of existing institutional resources and the creation of new resources."

In closing, I should point out that nowhere in the literature does one find mention of one of the most important items that make a good president. I refer to a good wife--without which most of us would not even be in the profession. While I cannot speak for others, I have in my wife an absolutely trusted confident, critic, advisor and friend. To me, this is a necessity.

If I were a member of a board of trustees charged with seeking a new college president, I would look first for a man of experience and training who had a well integrated personality, who possessed as many as possible of those characteristics, both personal and professional, which I have listed. I would then insist upon his being given full rein to proceed to do the job set before him. If I had any luck in my selection, the results would soon show and the college would prosper. If I had been unfortunate, I would hope that I had given him a short contract so that I might get rid of him. A college president's position is a joy and a sorrow. A joy because it is a unique position and one which gives him an opportunity to be of great service. A sorrow because the president knows he can never do through others the job which he himself might possibly do better.

"RECENT DEVELOPMENTS IN OCCUPATIONAL EDUCATION"

Lewis R. Fibel
Specialist in Occupational Education
American Association of Junior Colleges

I have elected to give you some of the impressions that I have gathered, mostly in the last six or seven months from headquarters in Washington, of what is happening in junior and community colleges around this country, especially as it relates to occupational education, which is my specific assignment with the American Association of Junior Colleges.

I started in junior colleges 18 years ago with a philosophy that I have adhered to ever since. I feel that in a democratic society such as ours, education as a whole has two major functions. One is to assist the young people of our nation in earning a living--this is the aspect of education that we call variously occupational, vocational, and sometimes technical or industrial education. Parenthetically, I think any semantic dispute is relatively unimportant compared to acceptance of the basic concept. The second function of education in our society is to assist our young people, in fact all of our people, in living a life and acting responsibly as parents and as citizens, to develop the cultural, avocational, and recreational sides of their lives. This aspect of education is sometimes designated as general or liberal education. Again, I feel that the nomenclature and semantics are secondary to the concept.

But I would make a point here that, in my opinion, these aspects of education are never discrete, and one cannot, in fact, divorce general education from occupational education, or occupational from general. If you have had experience in the classroom, as I have, I defy you in any one lesson, in any one lecture, to devote that lecture entirely to general education without it having vocational implications for some of the students, or to devote it entirely to occupational education without it having implications for the general living of some of these students. Therefore, these two are indissolubly meshed into the total complex of education in our society.

Let me turn now to community colleges. Much has been written and much said about the objectives of junior colleges. For some reason, and I'm not quite sure why, authors recently--I saw such an article in our Journal only this past issue--are trying to reduce the number of these objectives and put them into small numbers of categories. I find that I can't and I now conceive of at least eight such roles, objectives, or goals of the community college. Let me enumerate these very briefly for you. I think that in one form or another, they are familiar to all of you.

The first two are the mainsprings of our academic program as we know it. First, the function of providing the first two years of the baccalaureate program so that at the end of that time students may successfully transfer to another institution is the so-called transfer function. The second, the one in which I am particularly interested and of which I will talk later at more length, is the occupational function which has as one of its goals the preparation of students for immediate entry into the world of work. There are others. Thirdly, as a separate objective for the students in either of these first two types of programs, the community college has the objective of adding to that general aspect of education that I referred to earlier. But this by no means completes the list.

For many of the students enrolled in junior colleges, other roles must be assumed and other goals must be established. There are, if you look at the figures, very substantial numbers of students enrolled in junior community colleges who neither enroll in occupational programs nor transfer to four year institutions. For these students some type of a curriculum, perhaps a general studies curriculum that will help them meet their needs for two years more of general education, is required. This is neither of the two packages that I described above.

And then, fifthly, I think that the junior college in many parts of the country must assume a remedial role. It must provide for those students who have not by their past experiences demonstrated the ability to profit from college level education. These students need a program to bring them as far as they can reasonably go in the given period of time. I think, as we are concerned with the disadvantaged portions of our population, the junior colleges in this country can offer remedial developmental work that, to my mind, is very important. And yet the list goes on. For young people, or older ones, mostly on a part-time basis, who wish to continue their education, especially in the evenings, adult education--vocational or avocational, cultural or general--is an important function, potentially at least, of the junior college.

To these can be added the very important function, seventhly, of general service to the community by means of such activities as lectures, concerts, art shows, participation of the faculty in the life of the community, and participation of the community in the life of the college. Eighthly, guidance and counseling. Helping to guide students into that kind of education which would be most meaningful to them is a necessary function for the junior college.

Now a list of objectives this long, and I don't think this is exhaustive, must be based on some sort of philosophy. The philosophy, in fact, should come first and the objectives evolve from the philosophy. My philosophy of the role of the junior colleges in our society can be very easily expressed. I see the junior college as the prime instrument for extending opportunity in higher education to more people--to those people who previously, because of financial barriers, because of geographic barriers, because they didn't have the interest, the motivation, perhaps even the ability, did not go to college when I went to college thirty years ago or when some of you went to college twenty or even ten years ago. The concept of the junior college as an opportunity college, as a college that will broaden the possibility for higher education for more and more students, I think, dictates a long list of roles and objectives such as I have outlined this evening. I would not go from this to say that every junior college must function in all of these roles. There certainly are good and sufficient reasons in various parts of the country for some of these functions to be assumed by other institutions, and frequently other institutions, I think we must confess, perform some of these functions better than do the junior colleges. But with this list of goals there certainly is a sufficient number from which to choose a series of objectives for each individual college.

Within this framework of the total mission of the junior college, and keeping this always in mind, let us focus on occupational education as one of the important, but certainly not the sole, goals of the community college. There are a number of reasons for the fairly recent rapid growth of occupational education in junior colleges. There are broadly two kinds of reasons that evolve from needs of two segments of our population. First, from the consumer portion (from a manpower point of view), from industries and professions and trades that use the services of the graduates of occupational programs. I think it unnecessary to belabor the changes in technology that have caused the changes in manpower needs that are reflected in industry's demands for more and new kinds of jobs and the people, of course, to fill them.

In most surveys for the establishment of junior colleges, you will see prominently displayed the needs of industry in the area for so many secretaries, so many electronics technicians, so many nurses, and down through the list. Some of these surveys have been done well, and some have been done poorly. But I have not seen a survey that doesn't include this dimension.

However, I have seen many surveys that have not looked at the other side of the coin. I think that, as educators, we have a responsibility, not only to meet the needs of industry for workers, but to meet the needs of our students, as they themselves see them. Our students certainly have needs for jobs. They need the income from jobs, but I think more than that, almost all need the satisfactions that arise from working, the dignity of work itself. This is, to my mind, as important as the income. I think we also see very much today, as is very evident in studies among the poverty groups, the desire of the people for upward mobility on the economic-social ladder. These are a second set of demands which impinge upon the junior college's occupational program.

This would all be well and good if these needs coincided, if they were congruent. If industry's needs, let us say, for 500 electronics technicians a year were the same as the desire of 500 students to become electronics technicians. The fact of the matter is that these things are often very far from being congruent. The ambitions of young people in our society are not at all the same as the needs of industry in terms of specific jobs. This, I think, does not at all diminish the requirements that the junior college engages in occupational education at the semi-professional and technical level, or in other levels for that matter. But it does suggest to me that there are at least two further responsibilities that evolve in the junior college. One is in relation to industry; the junior college in organizing occupational programs should talk frankly to industry in terms of whether or not the proposed jobs for which they need manpower are the kinds of jobs that young people want to fill. Is there immediate opportunity for job satisfaction? Is there opportunity for advancement in these jobs? I'm afraid in many cases a frank answer would be no. These are immediate manpower shortages; industry is looking for ways to fill these shortages, and that certainly is understandable. But it is extremely difficult to get industry representatives to talk in terms of a career ladder for people at the semi-professional level, to talk in terms of giving dignity to these people in the jobs that they are doing immediately. I would submit to you that until there is a recognition on the part of industry of this responsibility to people as well as to the immediate meeting of its own manpower needs the problem of recruiting students in occupational programs will continue to be as difficult as it is in many occupational programs today.

The second aspect that I suggest to you is the junior college vis-a-vis the potential student. I think that we have not done nearly what we can in terms of bringing to our students and to our potential students still in the high schools a knowledge of the real world of work--what it's like to have to work, what responsibilities they will have to assume as they grow olders, what the potentials are in terms of income, in terms of working conditions, in terms of advancement, etc. The junior college, especially in its occupational programs, is in a pivotal position with regard to the industries that it will serve on one hand and the group of potential students it will serve on the other. Unless the junior college provides the medium for a dialogue between these two groups, I think that the total development, the total success of occupational programs in junior colleges is going to be a lot less than we might wish.

Let me tell you now something about the activities of the American Association of Junior Colleges in regard to occupational education and then a few words with regard to some of the developments that I see in occupational education around the country.

The American Association of Junior Colleges, three or four years ago, under the pressures of its members, became aware that among the many mouthings that it had made about junior colleges, one that did not ring particularly true was the statement that junior colleges were taking a predominant role in occupational education. It just wasn't so. However, the Association, its Board and its staff, especially the Executive Director, thought that it should be so. They felt that the Association should exercise a leadership role in developing effective occupational education programs in junior colleges around the country. As is the custom today, when one has an idea of this sort, one turns to the foundations and says, "Now will you help us implement this?"

We were very fortunate last year in receiving a very substantial grant from the W.K. Kellogg Foundation in Battle Creek that enabled the Association to start a five-year program in this field. To implement this program, the Association has added three additional professionals to its staff. We have embarked on quite an ambitious and burgeoning program in occupational education. As I suggested to you earlier, we see one of the main lacks in this field is the lack of information and the dissemination of that information. So we have set as a prime target for the project the centralization of an information function with regard to junior colleges and are attempting, insofar as we can, to get information about occupational programs in junior colleges, about industrial needs and manpower needs, about student needs, and to filter these through the Association office and out again to all these groups, so that the junior college administrators and industrial leaders in the country will be aware of the total activities in this field.

We have been trying to disseminate this information through some publications, at the moment most significantly by means of a bulletin which now has a circulation of 7,000, but also through some specialized publications, through participation in conferences such as this, through visits, through the establishment of consultant services, and in as many other ways as we can. It is nice to be on a project that has at least a five-year life. Most foundation-funded projects tend to have only one-year commitments. You just about get started and then you have to justify yourself to the foundation so that they continue your grant. I think it is somewhat similar to the situation of the Congressman; he no sooner gets elected then he has to go out and get re-elected and doesn't have the time to concentrate on legislation that he should. Well, fortunatetly, we haven't been in that position; we have a really substantial amount for the next four years now, and we have been able to spend the better part of the first year of operation in planning and making some pilot runs on some of the ideas we have in mind. We are very hopeful that in the next four years of the project we will make an impact on occupational education and that the project will result in, through your efforts, the establishment of many quality occupational education programs in junior colleges.

Finally, a few things on the development of occupational programs. I would like to be able to quote you some hard statistics and feed you full of data, not that you would want it, but I would want it. I like to have data; I like to deal with numbers and concrete things. However, as I discuss trends in occupational education in junior colleges this hard data frequently doesn't exist. I can't always even give you specific examples of what I'm going to suggest to you, but these are impressions from the thinking of people who, I believe, are in the forefront of the development of this kind of education in junior colleges. There are a number of interesting things happening; some of them may at first seem contradictory, but I think they are true. I think they are happening even if they are contradictory.

One of the interesting developments is the evolution of interdisciplinary curricula in occupational education. When I started out in this field twenty years ago we assumed that all occupations fell into nice little groups like the electrical group, the mechanical group, the health-related group, etc. But we can't assume this any more. There are some very interesting ones that cross one or more fields.One that is very important is the electro-mechanical field. This was brought to my attention recently in a trip I made to a very unsophisticated plant—a food packaging plant. Now there's nothing complicated, nothing sophisticated about food packaging—even I can understand it. But when you look at the machinery that packages food, it is machinery that carries on a mechanical function, that is powered electrically, and that is controlled electronically.When something goes wrong with the machinery, the boss wants to be able to send one man there who can diagnose the trouble and fix it. He says, "Why don't you train electro-mechanical people who can deal with the mechanical components?"We are trying to get some colleges interested in developing some curricula along these lines.

Another that bridges a couple of fields is bio-medical engineering or bio-medical electronics technology. Go into a hospital today; you will see that the doctor doesn't use just the stethoscope-I'd almost say he doesn't use the stethoscope. He doesn't just put a tongue depressor on your tongue and look into your eyes; he hooks you up to all kinds of electronic gadgets. If you're seriously ill and in an intensive care unit in a hospital, you are plugged into more circuits than you can imagine. These circuits are used not only for diagnosis but also for therapy. The oxygen that is fed to a patient in intensive care units is monitored electronically and goes right into the patient without human intervention. The proliferation of electronic gear in the diagnosis and treatment of disease, especially in the hospital setting, has been tremendous in the last few years. The hospital authorities want one man who can go in and maintain that equipment, can operate it, and can be mindful of the needs of patients. They are asking the question, "Can you junior colleges train people who will have knowledge and skills in electronics, who will have an understanding of physiological activity, and who will be able to work with patients?" This again is another nice challenge to the junior colleges. We hope that we will get some junior colleges who will pioneer in this kind of curriculum development.

Just one or two others from a fairly extensive list. Let me mention to you, and this goes back to my very first remarks, some very interesting experiments that are being sponsored by the United States Office of Education of a complete integration of general and vocational education. This has implications not only at the post-secondary level but at the secondary level as well. Within one organic curriculum the student develops academic skills, occupational skills, general preparation for a vocation, personal attributes, and avocational interests. This curriculum, instead of being divided into nice little compartments, as it is in most of our institutions, is all integrated. It is all woven into one curricular fabric with teams of teachers being involved in all of the activities. It is really exciting. I don't know what will come of it; it may be a failure. But it is exciting to look at and to see the new problems that come up and the solutions to these problems as they are suggested and developed.

Third and last, the development of ladder curricula. Again, I spoke earlier of what I see from students and potential students of the need to feel the potential for mobility, not to be backed into a pocket from which they can't get out. I have had a number of conversations with people about the ladder curriculum. The concept is that a student enters on that ladder in accordance with his demonstrated abilities. He starts where he is ready to start. He progresses up as far as he is able in accordance with his achievement, and he exits from it in accordance with his interests. Wherever he exits, he has developed enough skills that he can find a job. Then his interest or motivation may change and he can come back onto that ladder a few years later and go up a couple of more notches and exit again. Dreaming aside, we are working on a curriculum with the American Physical Therapists' Association which involves, as a start, three steps on the ladder--the physical therapist's aide, the physical therapist's assistant, and the physical therapist. Will it work? I'm not sure. There are a lot of problems; there are a lot of people who say it can't possibly work, don't even try it. But I think it is interesting; I think it is exciting; I think it is an interesting example of the kind of thinking that is going on among some leaders in our field.

Let me sum up in this way. As I look into the small crystal ball I keep in the right hand of my desk for purposes such as this, I see a number of things happenings. I think that these are significant to you people who are concerned with the present and future growth of community colleges. I don't think there is any doubt that the community college is the fastest growing segment of higher education in this country. The number of junior colleges and the enrollment in them are going to grow, and they are going to grow, according to every figure we have in our office, faster than any other segment of education.

I think, looking at a second aspect of the picture, that the need for semi-professional technician level jobs in industry, in business, in the health professions, and in public administration is going to grow. The number of people needed to fill the conventional jobs that we now know is going to increase substantially, more so than in any other segment of the manpower picture. More nurses, more electronics technicians, more draftsmen. Recent reports by the Department of Labor show the shortage of technicians and draftsmen to be greater proportionately than that of engineers and scientists. Have you tried to hire an engineer lately? It is tougher to get a good draftsman. This field is going to grow, and I also think that some of the new jobs I have touched on here are going to grow and develop also. I think that the community college is going to become the dominant institution in the development of semi-professional and technical people. In doing so, they are going to meet this double challenge of meeting the needs of industry for particular kinds of workers and meeting the needs of students for a particular kind of education.

Finally, I find this field and this challenge exciting. I hope you will join with me in this feeling of excitement and in the feeling that we are going to really accomplish something that is going to be of importance to humanity.

"DEFINING THE ROLE OF TRUSTEE"

John A. Haas
President, Board of Trustees, William Rainey Harper College

It is indeed a privilege to be asked to discuss with you a subject which I believe to be one of the most important in the operation of an educational institution. In defining the role of trustee, we naturally think of the general sphere of operations of the board of trustees and the division of authority between the administration and the board. When I accepted the task of leading this discussion, I immediately thought of the experiences that I have had on various boards and felt that there were some areas that I could cover from the knowledge which I have gleaned in serving at the grade school, high school, and college levels. However, I decided to find out what was available in the way of published material that might provide more authoritative information than that which I personally had at my disposal. As one might suspect, there are a substantial number of works available for reference, all written by persons who have served in the administrative branch of the educational fraternity, but nowhere did I find that any trustee had any credits along this line.

The board member, by whatever name he is known, be it director, regent or trustee, possesses almost dictatorial powers over the educational institution. This concept was founded in early Anglo-Saxon law and has been carried over in the legislative enactments of most jurisdictions in the United States. The statement is valid despite the intrusion into the local board domain by recent federal and state enactments. There will, of course, be a continuation of the erosion of board powers by centralized government but it seems unlikely that the relationship between the local board and the administration will be appreciably altered. Their respective domains will continue to be defined and redefined at the local level.

It would be ever so easy for us to simply say that the board should limit its activities to policy making, supplying the money and facilities and leaving the administration of the college to the president and his staff. This is a beautiful platitude, generally endorsed by the writers. Before we all shout

"Amen" to this concept, let us look at the matter from a practical point of view. The laws under which we operate foist upon board members not only policy making determinations but they also saddle us with a number of powers that are administrative in nature. We cannot divest ourselves of the duties and responsibilities placed upon us by law, so it becomes incumbent upon us to see to what extent we can delimit our activities in the administrative field in order to have more time to give to those important areas of policy making which should be our prime concern.

Let me digress for a moment and say that we all recognize that board members have no legal powers except when acting as a board. The board member who attempts to inject himself into the operation of the college is generally overstepping his authority and is subject to censure by both the administration and his fellow board members. If the trustee fails to assume his responsibilities, his contribution to the college will be of little value while if he oversteps his authority, the relationship between the board and the administrator will undoubtedly cause conflicts which will jeopardize the efficient operation of the institution.

In Illinois we have a recently enacted state Junior College Act, which is said by those who are well acquainted with the subject, to be one of the best thus far adopted. I would like to enumerate some of the duties and responsibilities of board members as spelled out in our Act.

1. Provide revenue for maintaining junior college.
2. Maintain all records required by the state board.
3. Designate a treasurer to collect taxes.
4. Adopt and enforce all necessary rules for management and government of the college.
5. Appoint teachers and fix the amount of their salaries.
6. Establish rules and regulations under which classes, clubs and associations may acquire or collect funds in the name of the college.
7. Adopt regulations for admission of students.
8. Indemnify and protect board members, employees and students against death, bodily injury, property damage, claims and suits.
9. Insure against liability.
10. Set up insurance programs for annuities, health insurance, etc.

11. Establish tenure policies.
12. Borrow money, issue bonds.
13. Authorize interfund loans.
14. Make college buildings available to other agencies.
15. Buy or lease college sites (condemnation).
16. Build or lease suitable buildings.
17. Lease equipment or machinery.
18. Accept federal funds.
19. Enter into contracts with other agencies to provide educational services.
20. Sell property not needed for school purposes.
21. Employ such personnel as needed.
22. Provide for recreational, social and civic activities in college buildings.
23. Provide for elections of various types.
24. Establish tuition rates.
25. Adopt budget and appropriation ordinance.
26. Adopt tax levy.

In addition, we also have many of the powers granted to boards under the general school code in Illinois.

Generally, the board member is more than willing to confine himself to the primary responsibility of policy making. There are two main forces which tend to militate against the adoption of such a course: (1) inadequate leadership on the part of the administrator; and, (2) the clogging of the agenda of board meetings with minutiae which would be better left to the administration. There are some who would say that the second point is merely a symptom of the first. I have separated them because I feel that there is some chance that a cure of the second may help in correcting the first. If it does not, then the problem generally must be solved in a simple, straightforward manner, i.e. fire the administrator. In the second case, I would suggest a type of solution which has worked well with at least one educational institution with which I have been associated. The president (administrator) is charged with preparing the agenda and supplying supporting data to the board a reasonable time prior to the meeting. Board members are invited to submit agenda items up to an established deadline. The agenda as forwarded to the board indicates whether the specific items are for: (1) board action, (2) board discussion, or (3) board information. The memoranda supporting the specific items on the agenda sets forth quite succintly for each such item the following: (a) subject matter, (b) reason for board consideration, (c) facts, (d) analysis and conclusions, and (e) recommended action.

I can imagine howls of anguish emanating from many presidents regarding the amount of time which must be spent in preparation for board meetings, but I hasten to assure you that the adoption of this plan resulted in the administration having each subject well within its grasp and the board being able to act with dispatch on many items that formerly consumed unreasonable lengths of time in discussion. Since the adoption of this plan the board has been better informed and the relationship between the administrator and the board members has been greatly enhanced.

In addition to supplying the funds and facilities for the college, acting on those items reserved to the board by law, and enacting general policies, the trustee functions as a public relations officer for the institution. Although we look to the president as the chief spokesman, we find that the trustees quite often perform indispensable service as interpreters and defenders of the educational policy, the faculty and the administration. As laymen they bring society's needs to bear upon the academic profession, but they also protect the institution and the faculty from hostile public opinion which might deprive both groups of their deserved freedom and integrity.

"COMMANDMENTS FOR COLLEGE TRUSTEES"

George L. Hall
Director, Community College Programs, Arthur D. Little, Inc.

Introduction

My topic, "Commandments for College Trustees", represents a summary of our conference. For this reason I am not uncomfortable as an observer in establishing guidelines for your behavior. It is, however, far easier for us to agree on the guidelines than it is for you to implement. It's easy, for instance, for me to say to you as trustees, "You are to establish policy, not to administer. You are to create the climate for freedom in higher education, not to meddle with internal affairs."

But often it is hard to say when policy-making stops and when administration begins. Some have likened the role of the trustee to that of the umpire in the baseball game, as set apart from the players. Perhaps the trustee is the umpire; perhaps he's the coach, in which role he would direct more of the activity. The role is not too well defined nor understood. The important thing is that the trustee wonders about his role.

The role of the trustee has been rather well developed during our conference, both by practitioners and by others who view it from more distant and more objective positions.

The Interest Groups and the Responsibility of the Trustee

First, we recognize the joint interest of board, administrator, faculty, and students. The joint effort in the academic institution takes form depending upon the situations encountered. At no time does each group act independently without regard for the other. Important matters will require coordinate action of each of the interested groups.

We are further agreed that it is the responsibility of the governing board of a community college to relate the college to its service area. We recognize that the board is the court of last appeal and the final authority. The board is central in relating college needs to the community resources. The board provides a shelter wherein a climate is maintained which allows freedom and, if need be, protection from the ignorant or ill meaning.

The College President

The community college president is the executive officer of the governing board and the educational leader of the college. He plays two roles. He is the spokesman and represents the college to its many publics. The president shares responsibility for the definition and attainment of goals for the academic community. His is the responsibility to see that the college operates within the policy established by the governing board and in accordance with sound academic practice. He relates the faculty to the board and the board to the faculty. he is the chief spokesman of the college and its general manager.

The Faculty Role

We may not have reached agreement as to the faculty role but I want to establish the premise that the faculty is responsible for curricula, subject matter and methods of instruction, research, faculty status, and those aspects of student life which relate to the educational process. And finally, we recognize that students must have the opportunity to be heard and the freedom to discuss issues concerning the college--its policies, its operation as it affects them, the students. A college is richer to the extent that it encourages student participation in ways which make their college more effective and more attractive.

Ten Commandments for College Trustees

Everyone has his own list. While I was with the Midwest Community College Leadership Program, I wrote my own "Ten Commandments for Trustees", published in the April 1966 Junior College Journal, and I would like to elaborate upon these guidelines.

1. Don't conduct board meetings without the college president, except to discuss the president's salary.

The president must be viewed as the executive officer of the board. The president is charged with the operation of the college within the policy framework established by the governing board. He relates the board to the college and the college to the board. To conduct meetings of the board without the president is like operating a train without a conductor. You may get to your desired objective, but you can be sure there will be some serious consequences.

2. Don't have more than one person, the president, directly responsible to the board.

You remember Parkinson's law, "If one of anything is good, two must be twice as good". This doesn't apply with administrators reporting to boards, and yet I visit boards where both the college president and the director of finance attend--and on a co-equal basis.

In one college situation which I visited as an examiner for the North Central Association, the president and the business manager attended all board meetings. The business manager was an extremelv popular fellow, while the college president was much more distant. As a consequence, the faculty turned more and more to the business manager for information coming from board meetings, or for assistance in understanding how the board would react or interpret certain acts. This naturally undercut the college President and tended to isolate him from the faculty. This arrangement is as illogical as expecting two women to live together harmoniously under one roof.

In another instance where I was examing a college for the North Central Association, I discovered that the college board met with the college president when discussing "operations" but with the director of development when discussing finance and long-range planning! We made some recommendations to alter this situation.

Now there must be times when the chief business officer has to attend board meetings, but by invitation and when it is made clear to all that he reports to the president. There are many more times--and I hope at nearly all board meetings--when certain of the college faculty and staff meet with the board to report,to discuss and to learn.

3. Don't solicit or encourage faculty gripes.

I recall one situation in a neighboring state where the chairman of the governing board of a community college knew and liked most of the people who were teaching at the community college. This well-meaning trustee encouraged the faculty to visit him at his office where he inquired about their welfare and about the way "things were going at the college". During my visit to the college, the instructors told me that they would visit and give the chairman little "tidbits", as this seemed to please him. As a result of these "tidbits", the chairman kept the president running, responding to inane situations.

If unsolicited gripes are heard, the board member should say, "I will refer that to the president," and carry the discussion no further. He then should report the matter to the president for investigation and action. Parkinson's third law applies to this situation, "Nothing is ever as simple as it seems." The well-meaning board member who announces to the faculty and to other college personnel that his door is always open is undermining the college president and is creating a serious problem.

4. Don't become an advocate for someone seeking a job at the college.

Again, referring to Parkinson, "It is a fundamental law of human nature that nothing ever quite works out."

Board members are preyed upon by friends and voters seeking patronage. This is a fact of life; we won't change it, but we may avoid difficulty by merely passing on the name of the person seeking the position and letting normal business procedures follow. It is fine for a board member to nominate or call attention to an excellent candidate, but as an individual member of the board, your influence should stop with the nomination-don't become an advocate for the candidate.

5. Don't conduct personal investigations into charges of the unfairness of some student's failure. Remember--"It is easier to get into a thing than to get out of it."

The trustees who govern a public community college are closer to their constituency than are, say, trustees of a state college or university. The community college serves a definite and distinct population. Oftentimes, trustees are well known to voters, and many times trustees have friends whose sons and daughters attend the local community college. It is not unusual for a parent to talk to a board member as a friend, complaining of some "unfair act" by a member of the college against his son or daughter. To keep the college strong, to protect the administrator or faculty member, to keep the shelter intact, the board member must make it clear that the conduct of the college is delegated to responsible members of the college and that complaints should go directly to the head of the college, the president. And the trustee is entitled to know what the actual situation was, and its resolution.

Again, the trustee's role is to make a note of the complaint and send or phone the comment to the president--without accompanying the statement with adjectives indicating his own wishes.

6. Don't act like a trustee, except when you are meeting as a board or as a committee of the board. (This is similar to my seventh commandment)

7. Don't speak for the board, except when authorized to do so by the board.

A board is a board when a quorum is present and when the body has been duly called to order by the presiding officer. Individuals acting by themselves, unless appointed as a committee by the board, have no authority and no business to conduct.

The trust function is given by law to the board as a whole and not to an individual. A board has judicious judgment and is a deliberative body. The board acts differently than does an individual. A board, too, will make fewer mistakes than an individual, although,unfortunately, acting as a board does not imply divine guidance. I recall a situation early in my own professional career when a board member became engaged in an argument with a student over a campus parking space. The board member was driving his car and had driven ahead intending to back into a curbside parallel parking space when a student, coming from behind, attempted to knife straight into the space. The student did not recognize the driver of the other car as a member of the board, although it may not have made a difference. The board member, to counter the student, put his car in reverse and pushed against the student's car. The student thought this a delightful game, so put his car in low and shoved the board member's car forward 20 feet! You can well imagine what this did to the trustee. He lost his temper--to put it mildly--and discharged the student from the college. Within thirty minutes each had visited my office--fortunately not together--and had told me his story. The board member was wrong. The student continued in college. The board member was wrong in"acting" as a board member when he was just an individual.

Parkinson's law is cited for you guidance, "If anything can go wrong it will."

8. Refer questions pertaining to administration to the president of the college.

This is common sense, but you would be surprised how frequently the commandment is violated. Some trustees attempt answers because they fear that not to answer may indicate ignorance of college affairs. Others answer criticism of administration or methodology to protect the administrator or teacher. Don't!

Remember: "If you try to please everybody, someone is not going to like it."

9. Don't form standing committees of the board.

This commandment is debatable. I'm not so certain that one can so generalize. There are times when the board, to increase or maximize its effectiveness, feels compelled to divide the work. When a college is young, such action may be permissable. Against this fragmented procedure of standing committees are the facts that there is a splintering effect and that some trustees become better informed in particular areas than others; also, the president, to keep apprised, attempts to attend all board committee meetings. If he is unable to attend and the committee meets without him, it is, in effect, violating his presidential office.

If you parry with the comment, "Well, we have been using committees for years and getting by," I"ll have to cite Parkinson again. "If everything is going well in your organization, you are probably overlooking something."

10. Insist upon written policies.

This is when you direct the president to write it, not say it. Your role of trust is too great to permit verbal understandings. Rules, understandings, procedures, and policies should all be recorded.

"If you explain something so clearly that no one can misunderstand, someone will."

Well, so much for the ten commandments. Perhaps we should have eleven, the eleventh one being: "Select a good college president, one who will keep you out of trouble, and don't worry."

A consultant can tell a board what to do and what not to do. He can advise a president of his appropriate role, responsibilities and duties. But how a board acts and how a president responds in the process of interaction is of vast importance. It is most important that the board provide protection, provide a shelter for the college staff and faculty, and that the board and the president provide an environment where communication is open and where freedom and understanding prevail. The president must keep the board well informed. He doesn't tell it everything; he obviously sifts information, but through various devices he keeps the board informed of educational programs--both successful and otherwise, of hopes, of aspirations, and of troubles. He interprets the board to the college, and the college to the board. The board is never a rubber stamp. It takes its trust seriously. It should remember at all times that the college exists for the student and that the faculty member has the greatest involvement, for his is a lifetime commitment.

If the spirit of these commandments is followed, the college will prosper and the board members will enjoy their trust.

"If you can't stand the heat, don't go in the kitchen," need not apply to trustees--some very pleasant moments are spent in the kitchen!

"ON BEING A CONSULTANT"

Norman C. Harris
Professor of Technical Education, The University of Michigan

Brief and perhaps rather inconclusive research indicates that the first consulting services were proffered in the Garden of Eden to Eve, the mother of mankind. It is recorded in Genesis 3:5 that the serpent advised Eve, "...your eyes shall be opened, and ye shall be as gods, knowing the good and the evil." As a result of this consultant's advice Eve ate of the forbidden fruit and you know what travail came from that bit of counseling.

The fact that the first consultant was a snake, and that his advice was bad, seems to have had no long-term damaging impact on the profession, however.

Although consulting has certainly enjoyed a new-found status in recent years, it by no means languished through the centuries. The "medicine man" of our own Indian tribes, the "voodoo" chiefs of African and Caribbean peoples, the "kahunas" of the Polynesians, and the "soothsayers" of the Middle Ages are all examples of man's predilection for seeking the counsel of others when he is in trouble.

Many junior college personnel are in trouble today--trouble caused by the population explosion, by the technological revolution, by the need for new educational programs to meet new societal needs, and by the never-ending controversy over the ends and means of higher education. They too would like to have their "eyes opened" so they can know "the good and the evil." In some measure at least, consultants can help junior colleges with their problems.

I. Introduction: Is This Consultant Necessary?

Consultants have no alchemy which can turn gross indecision into the pure gold of effective action. The consultant is no Merlin whose wizardry will enable the college president to pull his personal sword from the stone, and whose incantations will produce hearty consensus among the ad hoc "knights of the round table." But, devoid as they are of magic and lacking as they are in authority, consultants can nevertheless occasionally bring about answers to problems which seem to defy solution. Take the famous case of the deceased

Caliph, his three sons, and the herd of elephants. The Caliph's will was cryptically worded. The eldest son was to receive one-half his herd of elephants; the second, one-third of the herd; and the youngest one-ninth of the herd. Immediately after the obsequies the sons surreptitiously hurried to the elephant yard to claim their animals and found seventeen magnificent pachyderms awaiting them. They fell to quarreling about their allotted shares and were almost at the point of unsheathing their daggers when the eldest cried, "For shame! Here we are disgracing our father's memory on the very day of his interment. Let us cease forthwith and call in a consultant."

This was done, and a fortnight later the wise one from a far-away place, carrying his leather packet stuffed with sheets of papyrus, arrived on his own elephant and was confronted with the problem. He stroked his beard reflectively for a few moments, then lowered the bar of the elephant yard and led his own animal to join the herd. Turning to the eldest son and gesturing toward the herd he said, "Now take your half," and the eldest son led away nine of the finest animals. To the second son he commanded, "Take your third," and six of the beasts were taken away. The wise one smiled at the youngest son and pointed, "There are your two, my son. Gentlemen, my fee is 100 rupees." And pocketing the money, he clambered on his own elephant and rode away.

Here we see at work some of the essential aspects of the consultative art--the contemplative pause, the innovative spirit, the added variable, the air of benign authority, the compromise solution, the collected fee, and the return to the far-away place.

Community colleges are not often faced with herds of elephants to divide, but the problems which do present themselves are just as vexing and often defy solution at the local level. The solutions often depend on inputs from off campus, on adding a new variable to the equation, and on compromises which are not always mathematically precise. And, to carry the parallel even to its very end, the external input is often used for catalysis only, and thus is a residual, not a part of the ultimate solution at all.

Why are consultants sometimes necessary? How is it that local professionals--mature individuals with their just share of patience and tact, experience and wisdom--can sometimes fail of consensus, miss the central point, make strategic and tactical errors, stall on dead center, flounder in a welter of indecision? How is it that with earnest effort, and with ample time to deliberate at the very site of the problem, they often find it necessary to seek outside help for its solution? Let me present several typical reasons:

1. The facts esential to the decision-making process may not be available locally, and a consultant who is known to have the facts is called in. Here the visitor is used as a resource consultant.
2. Facts may be available but interpretive experience may be lacking. A skilled interpretation of available factual information may be needed. An "old pro" kind of consultant would be indicated here.
3. Problems needing local decision are known to have been faced and successfully resolved in other places. Re-invention of the wheel is time consuming and rarely necessary, so a consultant is called in to point out ways in which the problem has been resolved in other situations. The scholar-researcher, or peripatetic professor type of consultant does well here.
4. The facts are available, the problem stands out in bold relief, several solutions to it are apparent, but agreement cannot be reached on a solution acceptable to all concerned. This is the "elephant distribution problem" of the fable, and requires a consultant who can re-direct channels of thought and bring about a solution, which, though oftentimes a compromise, will be innovative and acceptable to all. Since the obstacles to problem solution in this case are the perceptions, antagonisms, intransigencies, and self-interests of people, the consultant here must be a keen student of human behavior. Perhaps any frontal attack on the problem will have to be abandoned, and other related problems singled out for solution one at a time. Agreement on a minor problem will frequently ameliorate the solution to a major problem. Log jams, after all, are often caused by just one log in the wrong place. The introduction of another variable as yet unconsidered by the group may allow all concerned to retreat somewhat from previously announced and non-negotiable positions, to positions where conflict-reducing mechanisms can be successfully applied. The new variable may be a diversionary tactic only, and may indeed be left over, as catalysts always are, when the process is over.

It need hardly be said that this is the most trying of all consultative assignments, and the possibility that the effort may fail must be accepted in advance. Suppose for instance, that the consultant in the fable had arrived on a camel?

5. One more reason for calling in a consultant should be mentioned. This one is related to our several bureaucracies in higher education. The college has its problems fairly well in hand, any vestigial remnants and indeterminant roots have been disposed of as a result of local effort, and quite honestly, no outside help is really needed. But money is needed, and some state, federal, or foundation agency is ready to hand it over, but not until an outside expert avers that the college can use it effectively. Such an outside expert is known by the title "consultant-examiner" before he arrives on campus. If he sends in the "O.K. letter" he is thereafter referred to as "our consultant, Professor So-and-so from the University of Michigan." If the letter must in all honesty be in the negative, he is henceforth known as "that S.O.B. from Ann Arbor," and can be used as a whipping boy for several years to come, while excuses are made for not getting started on this or that program.

II. The Many Roles of a Junior College Consultant:

Some reference has already been made to a few of the ways in which consultants can assist community college personnel and lay citizens interested i starting a community college. Let us turn now to a brief analysis of several of these consultative roles, and to a discussion of what "being a consultant" means, on some typical kinds of assignment.

A. The Feasibility Study

Although the several states provide differing machinery for bringing a community college into being,[1] most of them require that a feasibility study of the proposed region be made. The local sponsors, be they an elected board, an appointed group, a board of county commissioners, or an ad hoc committee to initiate the project, are required to conduct or cause to be conducted a feasibility study.[1] Ordinarily an outside consultant is retained to assist a local director with the study. The consultant meets with local groups, clarifies issues, explains techniques, and helps train local people who can carry on the actual work of the study, with only occasional visits being necessary from the consultant himself. His principal role on the initial visit is to work himself out of a job --to get the local people sufficiently well prepared to take on the survey project themselves. Training the local director is, of course, one of the major tasks here. Several one-or-two-day visits might be needed to get the study well under way. The consultant might expect rather heavy involvement again a few months later as the data are being interpreted, and as the final report is being prepared.

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[1] See Johnson, B. Lamar, Starting a Community Junior College, American Association of Junior Colleges, Washington, 1964.

B. State "Master Plan" Studies:

Most states now have enabling legislation and have developed some kind of "master plan" for junior college system development. Consequently the number of calls for this kind of consultative service is diminishing in recent years. Usually the role of the consultant in such projects includes:

1. Small-group meetings with legislators, with state leaders in other levels and kinds of education, and with influential business, industry, labor and government groups.
2. Assisting in the preparation of a plan for a statewide study of higher education, with especial attention to the role which community junior colleges might play.[2]
3. Assisting in the preparation of model legislation stipulating the legal bases on which junior colleges will be established and operated. Fiscal plans are a definite part of this responsibility.[3]

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[1] A good example is Feasibility of Community Colleges in Hawaii, by Richard H. Kosaki. Published by the University of Hawaii, Honolulu, 1964.

[2] For example, see Harris, Norman C., Curriculum Development for Hawaii's Community Colleges, The Community College System, University of Hawaii, Honolulu, 1965

[3] Of great interest here is the publication, Establishing Legal Bases for Community Colleges, American Association of Junior Colleges, Washington, D.C., 1962. Also see Principles of Legislative Action for Community Junior Colleges, The Commission on Legislation, American Association of Junior Colleges, Washington, D.C. 1962.

4. Assisting in the strategy planning for getting the legislation enacted--further meetings with legislators, speeches to conventions, television appearances, preparation of press releases, etc.
5. When the community college bill becomes law, a consultant may be asked to assist in the preparation of policy guidelines and documents containing the operating regulations for community junior colleges.[1] Matters of admissions policy, curricula to be offered, degrees and credits, faculty standards, standards for campus development, etc., are all matters to be spelled out in such documents.[2]

C. Curriculum Development Consultations:

Consultants are frequently called on for assistance in matters relating to curriculum development, and this is to be expected, for curriculum and instruction combined constitute the *raison d'être* of the community junior college. Important as they all are--the student personnel program, the activities program, institutional research, facilities and equipment planning, administrative decision making--all these are merely supportive of and adjuncts to the instructional program. If the instructional program and the curriculum are not matters of paramount concern at a community college, that college does not deserve the support of its constituency.

The boast of the junior college is that "good teaching goes on here," and if we expect this to be true and expect the statement to be believed, we have to work at it continuously. The determination of *what should be taught* is a process in which the experienced consultant can often be of inestimable value. Working with faculty, staff, and citizens' groups, he can assist them in decision-making on such matters as:

1. The breadth, depth, and essential rigor of the academic, or college-parallel program.
2. The scope, levels, and needed instructional areas of the occupational education program.

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[1] For example, see *Guidelines for the Establishment of Public Community Colleges* Colleges in Pennsylvania, and *Standards, Rules and Regulations for Public Community Colleges in Pennsylvania,* Department of Public Instruction, Harrisburg, 1965.

[2] As a general reference, see Brumbaugh, A.J., *Guidelines for the Establishment of Community Junior Colleges*, Southern Regional Education Board, Atlanta, Georgia, (undated).

3. The philosophical context and the realizable objectives of the general education program.
4. The magnitude and specific objectives of the adult, or continuing education program.

One or more self-studies may be required, and a policy manual to set the tone for the college-parallel program may be needed. An occupational survey of the region may be needed before a realistic technical-vocational program can be developed. And a thorough study of the characteristics of the community (socio-economic, socio-cultural, ethnic) may have to be made before any real insight into students' needs for general education can be gained.

In all of these efforts the consultant is the spur to action. He asks the hard questions. Occasionally, he may have a few easy answers, but for the most part the answers are neither easy, nor are they neatly filed in the consultant's briefcase. The fabric of curriculum must be carefully woven from multitudinous threads which lead into every nook and cranny of the community itself--threads which start in the K-12 school system, in the home, in industry and business, in the churches, on the streets, and in the hearts and minds and hopes of the people.

D. Campus Development Consultations:

Paraphrasing the title of a recent Educational Facilities Laboratory publication, it must be said that bricks and mortarboards go hand in hand; college must have a campus, and campuses have to be planned. Consultants are frequently needed both for overall planning and for certain special features of the internal design.

Someone, perhaps it was Harold Gores of EFL, has said that "education is like a fluid--it takes the shape of its container." Winston Churchill put a similar thought into words when he said, "We shape our buildings and then they shape us." Community college planners, including consultants, architects, and community college presidents, are more and more inclined to take these thoughts seriously, accepting the thesis that the only justifiable starting point for facilities planning is an analysis of curriculum and instruction. If I may be permitted the luxury of quoting myself, we must "clarify educational objectives and learning concepts first, so that concrete and brick and laminates and steel can be brought together to enhance the teaching-learning function, rather than just house it."[1] The consultant's role may take on a variety of different aspects. He may, for example, be asked to do a site selection survey, or at least establish the criteria for site selection.[2] And occasionally his task is that of refereeing a contest between local groups whose financial interests are involved in the selection of the site.

The consultant may lead the faculty in the preparation of a most important document, usually called "Educational Specifications", in which the philosophy, the curriculum, and the desired instructional climate of the institution are developed and spelled out for the use of the architects. And he may return periodically to confer with the architects as planning progresses, and to assist the administration, the faculty, and the architects to resolve differences of opinion which often arise and which indeed are inherent in an enterprise of this magnitude.

Sometimes the exigencies of the situation require that at least some of the campus planning takes place before there is a faculty in being. It is this kind of situation which really tests the consultant's integrity. The temptation to "play God" is there in its most Satanic form, and it is difficult to resist it. Writing "Ed Specs" for a college which doesn't exist, to be used by as yet un-selected architects to plan a campus for students who haven't yet registered, in which faculty who haven't yet been employed will [illegible] a curriculum which has been lifted out of other college catalogues--this is "cloud-nine" planning for sure. And the tragedy is that it is being done all too often--last year, this year, this month, by educators who should know better.

In tune with the times, some college administrations (usually those with a newly-elected board and a newly-appointed president) will farm the whole enterprise out to a consulting management firm. The big-name firm (having made its name in computers, or space research, or corporation management) flies its people into town for a week or two of frenetic meetings and interviews. Data are hurriedly gathered by formula procedures and data programmers

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[1] The Community College in Mental Health Training, Report of a Conference, Southern Regional Education Board, Atlanta, April, 1966, p. 28.

[2] See Berrien County Community College, New Facilities Location Study, report of a study by Raymond Young and Merle Sumption, The University of Michigan, Ann Arbor, 1964.

Are allotted the necessary computer time. The print-out sheets are then given a sufficiently sophisticated statistical treatment to assure scholarly respectability, and writers are set to work on the report. The "instant curriculum" emerges on time, complete to the last inhuman detail, bound in handsome covers, ready for faculty dispensing and student consumption. Computers are again set to work with such inputs as student enrollment projections, calendar year plans, traffic flow patterns, and class-size formulas to produce the educational specifications for the architects. Handsomely bound, too, this document is rushed to their offices and--away we go, and hurrah for systems analysis.

Now I am not really opposed to a systems analysis approach to educational planning. Far from it. Systems analysis has much to offer to college planners, but the critical paths must take into account professors, students, citizens, and the constituency of the college. The "instant curriculum" brewed in a few short weeks of intensive, transistorized effort, conceived in corporate haste and dedicated to the proposition that "education is too important to be left to educators", is apt to be no more palatable to students and faculty than are instant puddings to the gourmet. As consultants we should always remember that learning and teaching are endeavors of the mind in which students and faculty engage for a common cause. Learning consists of far more than mastering "units of content", and teaching involves vastly more than telling the student where and how information can be retrieved. If the process of education consisted solely of acquiring factual knowledge, the "information retrieval" breakthroughs of present-day educational technology would be revolutionary indeed. But there is much more involved than that, and in my mind the new media (a generic term used to include all the recently developed hardware of educational technology) constitutes a welcome addition to the family of teaching-learning devices, not a replacement for them. By the same token, the systems analysis consultant can certainly assist in curriculum development, but he cannot replace the faculty and the dean of instruction. PERT may plan the program, but people--professors and students--will be its evaluators and the final judges of its quality.

E. Leading Faculty Workshops:

Newly established junior colleges, and those with an inordinately large group of new faculty, frequently schedule a faculty workshop prior to the opening of the fall term. One or more consultants may be asked in to direct or participate in such a workshop. In these situations the consultant may be a major speaker on one day, a discussion leader at other sessions, or a resource person for work sessions. An essential outcome of such a workshop is that new faculty gain insights into the philosophy and roles of the community junior college. And, it should be said, too, that the tenure faculty ought to participate as well, in order to get some of the collected smog removed from their sensitivities to the needs of students and community. A true story will illustrate what is meant here. Two years ago this fall, I was conducting a two-day faculty workshop for the new faculty members at a community college in the Midwest. I had been asked to direct the workshop for the specific purpose of bringing about an understanding, among new faculty, of the comprehensive role of the open door community college. The president informed me that some of the tenure faculty had expressed a wish to attend also and that several of them were much opposed to the very ideas which I had been asked to develop. In the opening address I praised the college-parallel function, dwelt at length on the general education function, and closed with a strong argument for expanding the college's role in the education and training of middle level manpower by a further development of its associate degree occupational education programs. During the discussion period which followed, the very sincere and able head of the English department rose to her feet and demonstrated that her sensitivities were indeed well insulated, by remarking, "Professor, your talk about taking in vocational students at our college may be all right in theory, but we don't have enough money in this community to take care of the good students, let alone those others!"

And with this remark as a take-off we had an interesting day indeed.

F. Improvement of Guidance Services:

One of the hoaxes that many community colleges perpetrate on their publics is the promise of excellent career guidance and educational guidance services. Much has been written in an attempt to improve these services;[1] conferences have been held, studies have been made, and criteria have been established; but we just are not gaining appreciably on the problem. Twenty years ago the student-to-counselor radio in junior colleges was typically 500 to 1, and the only good thing about the counseling system was educational advisement for the transfer student. Is the situation very different today? I hope so, but I'm afraid not!

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[1] See McDaniel, J.W., Essential Student Personnel Practices for Junior Colleges, American Association of Junior Colleges, Washington, D.C., 1962. Also see, Administering Community College Student Personnel Services, Midwest Community College Leadership Program, George L. Hall, Director, Ann Arbor, 1965.

If you are asked in to consult on the improvement of guidance services, you could make a significant contribution by emphaszing to all concerned that:

1. Although counseling time does not "generate credit hours", it may well be the most "productive" time spent by anyone on the staff.
2. A student-to-counselor ratio of 200 to 1 is not only defensible, it is almost essential, if the several functions of the community college are to be realized.
3. Career counseling must precede educational advisement.
4. The testing program probably needs expanding, and the test results should be used, not filed and forgotten.
5. Teachers from all fields can and do become good counselors, not just those whose discipline is psychology. Indeed, the "clinical atmosphere" should be absent from guidance interviews, except those specifically concerned with serious personal and emotional problems; and most of these should be handled on a referral basis by a trained clinical psychologist.
6. The phrase "open door" refers to the college, not to curricula and courses. Permissiveness may be a valuable adjunct to clinical counseling, but a good deal of direction is needed when a student and his counselor are deciding on a curriculum and on specific courses. Allowing students to enroll in any curriculum or course they desire, regardless of their previous preparation and academic record is a disservice to the faculty, to the college program, and ultimately to the student himself.

G. Administration-Faculty Relationships:

There is a great ferment today on many community college campuses with regard to the general matter of governance of the college and the extent to which faculty will participate in government. Such matters have long occupied the attention of university and liberal arts college staffs, and they are now becoming priority items on the agendas of community college board meetings. Consultants are now being asked rather frequently to:

1. Assist in setting up plans for faculty rank, promotion policies, merit pay plans, fringe benefit plans, and the like.
2. Help work out policies and procedures which will provide for faculty participation in educational planning but which will, at the same time, reserve policy-making for the board of trustees and leave purely administrative matters to the administrative staff. Assignments of this kind are particularly difficult and trying for the consultant, since the positions taken by the contending parties are most often adopted as a result of self-interest, rather than with the needs and interests of students in mind.
3. Sift evidence and evaluate arguments on faculty dismissal cases, tenure cases, academic freedom cases, and cases of alleged professional incompetence.
4. Suggest a framework of administrative organization and a committee structure which will encourage cooperative faculty participation on the one hand, and not lead to a faculty "take-over" on the other.
5. Mediate salary and contract disputes in colleges where the faculty has voted that a certain professional organization or a specific labor union is to be their official "agent for collective bargaining."

Regret it though we might, it appears that the "We-They Complex" becomes more insidious with each passing year,[1] and as tensions draw up tight to the breaking point, an outside consultant is sometimes the only recourse for solving administrator-faculty problems.

H. The Consultant-Examiner Role:

The several regional accrediting agencies, and the many other agencies and associations now getting their finger into the pie of accreditation, do not maintain home-office staffs large enough to serve their accreditation function. They will occasionally call on community college administrators to serve on accreditation teams as a consultant-examiner.

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[1] See "Faculty-Administrator Relationships", by Bill J. Priest, in Junior College Journal, March 1964, pp. 4-8.

The regional associations ordinarily send a two- or three-man team to a college for a two-day visit. The team is supplied in advance with copies of the college's self-study, and reams of other institutional data. If the institution has been getting ready for accreditation with the help of a continuing consultant, his periodic reports are also available to the accreditation team.

Consultant examiners should study all the available data carefully in advance, since the two days on campus must be reserved for actual interviews, inspections, observations of classroom teaching, sampling of student opinion, and meetings with members of the faculty, the board of trustees, citizens' advisory committees and like groups. A written report of the accreditation visit is prepared by the team members, edited by the chairman, and forwarded to the Association within a few weeks of the visit.

Other groups, such as the Engineers Council for Professional Development, the National League for Nursing, etc., have their own set of procedures worked out for consultant-examiners to follow. Reference was made earlier to the fact that federal funds for certain capital outlay purposes are now contingent upon either accreditation or "candidacy for accreditation" status; and so it is to be expected that these kinds of consultant-examiner assignments will increase in frequency in the future.

III. The Practice of Being a Consultant:

Hoping that a theoretical and philosophical base has been established by the foregoing sections of the paper, I turn now to some concluding remarks on the actual practice of being a consultant. First it is essential to differentiate between the invitation to consult from the college itself, to help with one of its own internal problems, and the kind of assignment in which the consultant is representing an accrediting or professional agency. One's behavior, one's modus operandi, indeed one's entire style may be somewhat different in these two types of assignments.

Advance Planning: In either case, however, advance planning is essential, and at the risk of being pedantic, let me quickly list a few sample advance preparations:

1. Ask for and study all pertinent documents--catalogues, self-studies,

occupational surveys, handbooks, policy and regulations statements, syllabi, and the like.

2. Try to determine what the real issues in the problem are before you arrive. Smoke screens are sometimes apparent even from afar.
3. By letter or telephone assure yourself that arrangements will definitely be made for you to accomplish such objectives as:
   - a. Visiting classes and observing learning and teaching.
   - b. Talking at length with students and faculty.
   - c. Meeting and talking with board members and members of advisory committees.
   - d. Spending necessary time with deans and department heads, and others whose records will be needed.
   - e. Visiting with high school principals and guidance workers to gain their perceptions of the college.
4. Have a definite understanding as to the consulting fee, the per diem or expenses allowable, and the type of final report desired. If a formal written report is required, to be prepared after the consultant's return home, the fee should reflect this extra assignment.
5. Make travel arrangements well in advance and notify your host of your travel schedule. Ask him to arrange local transportation and lodging for you.

The visit itself: While on the consulting assignment, remember your professional responsibilities. If you are the representative of an accrediting agency,[1] some degree of taciturnity is advisable. This is not to say that you should be severe, unfriendly, or enigmatic; but to emphasize that on this kind of consultation your mission is to gather information, not dispense it.

By the opposite token, if your role is that of personal consultant to the institution itself, your behavior would be somewhat different, as befitting one whose purpose is to assist rather than to evaluate.

As soon as possible after arriving on campus, get an agenda established and agreed upon. If the institution has done almost no advance planning, require your host to do it now. Do not permit sloppy staff work at the local level to militate against your doing a good job.

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[1] See Guide for the Evaluation of Institutions of Higher Learning, Commission on Colleges and Universities, North Central Association of Colleges and Secondary Schools, Chicago, 1966.

Don't be a recluse, but on the other hand let your host know that you do not want to be wined and dined until all hours of the night, when an early breakfast conference is set for next morning. Some colleges will expect a 7:30 a.m. to 11:30 p.m. day from you, with a "little speech" for the board at lunch and a major address for the evening banquet of the Chamber of Commerce. I ask about these matter in advance, and if a major speech is a part of the package the consulting fee reflects the extra effort.

As a member of an accrediting team you should not accept hosted meals or lodgings, or anything beyond the ordinary social amenities. The agency sending you is paying your expenses and your fee, and would prefer that you accept nothing of cash value from the institution or from local citizens. A "reception" or a board luncheon might be exceptions, and one does not "make a scene" if such functions are already planned, but you should let your host know in advance that the association or agency you represent discourages "entertaining" the visiting team. For one thing, the team members need their evenings for consultations among themselves and for making notes on the day's observations.

Summarizing the consulting visit: As a personal consultant to the college you should plan to spend an hour with your official host and any staff he wishes to have present, summarizing your observations and offering recommendations for solution of the problems identified. If the college desires a written report before you leave, be sure to plan the time and the secretarial services to get it out before plane time.

As chairman of a consulting-examiner team for an association or agency you will also want to schedule a brief "final conference", during which some of the team's general impressions may be offered to the president and his staff. A very careful wording of these is necessary however, and in no case should anything be said which could be construed as committing the association to either an affirmative or a negative action on the institution's application for accreditation.

After the Visit: As a member of an accrediting team your final obligation is to prepare the report of your observations and forward it to the chairman of the team. As chairman, he will pull the separate reports together, edit the final document and forward it to the association. No communication of any kind should take place between you and the college just visited, unless you want to send a note expressing your appreciation for courtesies rendered during your stay. The observations made as a member of an accrediting team are confidential and should not be made the subject of conversation, even among your close friends and associates.

The private consultant will of course maintain communication with the college visited. His report (oral or written as per prior agreement) goes directly to the president, and frequently some follow-up correspondence is required. The college may want to engage him to serve as a continuing consultant to assist in an overall campus development, or to plan an entire phase of the curriculum, or to get a specific new program off to a good start.

With some temerity I offer a few suggestions in conclusion:

1. Be highly professional in all that you do.
2. Avoid the pat formulas and the easy answers--there just aren't very many of these.
3. Remember that if the problems you are asked to help with were not critical and serious, persons less able than you would have solved them without a consultant.
4. Realize that your greatest contribution will probably be in getting effective participation at the local level--not in snap solutions which spring from your own sheer genius.
5. Encourage innovation within reasonable bounds, but remember--the public junior college innovates with the people's money and experiments with the community's youth! The faculty's right to innovate must not override the students' rights to a quality education.
6. And, finally, don't allow the "serpent's syndrome" to become an occupational disease. Avoid at all costs the promise to open people's eyes, make them "as gods", and show them "the good and the evil."

"THE SOUTHWESTERN MICHIGAN COLLEGE STORY"

Nathan A. Ivey
President, Southwestern Michigan College

Dr. Mathews and I are making a dual presentation. In an effort to avoid too many duplications of comments related to theory and practice in board-administrator, board-community and board-state relationships, I am going to spend most of my time telling you what we have actually done at Southwestern Michigan College from the time the idea of having a community college was conceived until last September when the college opened. What has been accomplished at Southwestern has been described as "highly successful". Since neither Dr. Mathews nor I are very modest, we are inclined to agree with those who have evaluated our efforts.

To give the Southwestern story I feel I should give you the timetable of events from the initiation of the feasibility study to the opening of the college in September 1966. Dr. Mathews will talk to about board-administrator, board-community and board-state relationships based on his experiences of the last three years.

Summer, 1963: A few men discussed informally the need for a community college in Cass County.

August 20, 1963: The General Citizens' Study Committee was established by the County Board of Education.

Spring, 1964: Dr. Raymond Young consented to serve as consultant to the Citizens' Study Committee.

July, 1964: The Citizens' Study Committee completed its work and its report was published.

August, 1964: The application to organize the college was approved by Michigan's Superintendent of Public Instruction.

November 3, 1964: The citizens of Cass County voted two to one to establish and finance a community college and elected a six member Board of Trustees.

November 19, 1964: The newly elected Board of Trustees was sworn in. Dr. Fred L. Mathews was elected Chairman.

December 22, 1964: Nathan Ivey was appointed the first president of the college.

Late December, 1964: The Board chose a 160-acre site in LaGrange Township near the population center of the college district.

Early January, 1965: The architectrual firm was selected.

Late January, 1965: The decision to open the college in September, 1966 in new facilities was announced.

February 11, 1965: The objectives of the college were adopted by the Board.

February, 1965: Educational specifications were completed and preliminary planning of the first phase of construction was begun.

March 1, 1965: Ivey assumed duties on a full-time basis.

Early May, 1965: Completion of preliminary planning.

July, 1965: The first student was admitted.

July 27, 1965: Sold $1,500,000 in general obligation bonds.

August, 1965: Completion of working drawings and documents were made available for bidding.

September 9, 1965: Opening of construction bids.

September 12, 1965: Groundbreaking ceremony.

September 27, 1965: Construction of Library, Arts and Science buildings began.

October 1965: First teaching faculty member employed.

November, 1965: Charlie Hill was appointed Southwestern's North Central Association consultant.

June 1, 1965: Last teaching faculty member employed.

September 6, 1966: Charter faculty of twenty reported for duty.

September 18, 1966: Buildings completed.

September 19, 1966: Students reported for orientation and registration. (307 day students, 225 evening students)

In an attempt to summarize, I wish to point out six things I consider most significant from this timetable.

1) Only one month from the organization of the Board to the appointment of the president.
2) Only six weeks from the organization of the board to the selection of the site.
3) Only seven weeks from the organization of the board to the naming of the architect.
4) The objectives of the college were formulated prior to the completion of the educational specifications.
5) The educational specifications were completed before the preliminary planning of the physical plant began.

6) Only 19 months (11 months in construction) from the time we begai the preliminary planning of the physical plant until we occupied the buildings.

The timetable just given outlines a rapid pace for any project. My purpose in giving this much detail is to correlate my remarks with those of Dr. Mathews. He will tell you about duties and relationships we tried while following this crash schedule.

Now I would like to give you a brief report on some of the events which have taken place since the college opened last September and a word or two about plans for next year. In October we held an open house and dedication ceremony with Dr. John Hannah, President of Michigan State University, a our main speaker. In November two Van Buren County townships voted to annex to our district. In December we announced a new salary schedule. This wee we will mail our status study report to North Central Association. Next yea our professional staff will number 34, an increase of 14 over last Septembe. In September we anticipate an enrollment of 1,000, 600 day students and 400 evening students.

From the very beginning the board members and I have believed our decisions and our actions should largely be influenced by the objectives of the college. Also, from the beginning the board members and I have not been interested in accepting all of the traditional or conventional ways of accomplishing our respective tasks. We have believed there could be an integration of some of the responsibilities of the board and the president. Through this integration the talents of all were more fully utilized. This approach, we admit, is more of a necessity in the small community college employing a very limited number of administrators. However, we think it would be a mistak for the larger and, perhaps, wealthier districts to overlook the values whic can accrue when this approach is used. This approach demands more than the usual amount of board involvement. It also demands a high level of confidence and trust between the president and board members. No one can be insecure in his role. It also demands a large investment of board members' time and energy. It helps if the president is physically strong and in good health. And it also helps if the president is a communications expert. As the "man in the middle", he must make sure the board, on the one hand, and the faculty, on the other hand, are always adequately informed on important matters.

I think what has been accomplished at Southwestern is proof of excellent board-administrator, board-community and board-state relationships. The local and state-wide image of Southwestern is our greatest asset. Building this image was, first, the result of joint efforts of the board and the administration. Since the college opened, this image has been maintained through the combined efforts of the board, the administration, the teaching faculty and the students.

"AN ADMINISTRATOR'S ROLE IN HIGHER EDUCATION"

Robert E. Lahti
President, William Rainey Harper College

A majority of a president's work and much of what is considered his prime responsibility is accomplished by and through others. Therefore, one of the first tasks of a president is to organize a sound and well-staffed administrative structure.

When I refer to administrative structure, I am referring to an environment more than I am to an organization chart. The organizational chart at best is only a useful guide--it is the quality of individuals who staff it that really matters.

The essential operations of the president are concerned with people. He works for the board, through his administrators, with the faculty, to educate students. There are also other identifiable groups with which he interacts to a lesser extent, i.e., alumni, governmental agencies, advisory committees, etc.

I believe the two main processes with which a president of a large institution must concern himself are the consultative process and the delegatory process. The consultative process should be considered from a question-asking frame of reference, such as, "Have you thought of this,or,"I raise a question whether...", not the more direct approach often described by faculty or other subordinates in the higher education structure as "dictator", very frequently surprising the chief executive who pictures himself as the "harmonizer".

Permit me to digress to discuss a factor which is given far less attention by educational administrators than by executives in industry. I am speaking of perceptive ability, i.e., perceiving ourselves and the effect we have on other people as opposed to the way they actually perceive us. The famous baseball umpire story is an illustration of how differently perception may be understood.

> The first umpire says, "Some's balls and some's strikes. I call 'em as they are."
>
> The second says, "Some's balls and some's strikes. I call 'em as I see 'em."

> The third say, "Some may be balls and some may be strikes, but they ain't nothing until I call 'em."

The third umpire's response illustrates an administrative attitude in higher education that has contributed to current faculty unrest on many campuses.

The consultative process, then, must create an environment which should result in wiser decisions than the president alone is equipped to make, a wider sense of ownership in the decisions, and a more direct responsibility for carrying them out.

Now to the delegatory process. It is often said that the most prevalent weakness of college presidents is their inability to delegate work to others. This deficiency may stem from a weakness of their own making, i.e., are they afraid to delegate to the staff they hired? If so, delegation of authority should be a stronger consideration in the employment process.

Perhaps the most important principle of the delegatory process is to locate authority as closely as possible to the act of operation. This often implies a delegation thrust through the vice president and deans--but frequently the process ends at this point. The president must also keep in mind that if he delegates authority with too much detail, he is also dictating the conclusion. In other words, he should delegate discretionary authority. Nonetheless, the president must always recognize his accountability for performance.

I now shift to the area of administrative-board relationships, a most important phase of college governance. Once a board has selected a president, it must be prepared to assist him in every way possible so that he may feel that the burden of the institution is a shared responsibility or a team effort. This point is represented more clearly in the words of former President Bowman of Johns Hopkins University:

> "Every time the board of trustees meets, the agenda should contain but two items. The first item ought always to be, "Shall we fire the president today?" If the answer is "Yes", then item two on the agenda should be, "Who are to serve on the committee to select a new president?" The board should then adjourn. But if the decision on the first question is, "We shall not fire the president today", number two should be, "What can we do to support the administration?"

Once the board has selected its president, it must demonstrate its support.

Let's look at a few situations in which the board's support may be jeopardized by the president's own action or attitude. One of the most frequent verbalizations of anxiety from administrators is "trustee trouble". In the few observations I have been able to make, both of other presidents and of myself, I have discovered that the president has often failed to examine himself as a possible cause of trouble. In dealing with the board, does the president appear to enjoy working with laymen? How does he view them--as obstacles to overcome or as a team with whom he may consult? Does he feel that he has to lay his body in front of every issue or has he discovered that with patience others will come to the front in his behalf?

I have found that a president maintains harmony with his trustees by maintaining flexibility of mind and a readiness to be convinced, which should not necessarily be interpreted as passive subordination. It seems to me that it is a president of weak mind who interprets a challenge of his wisdom or an adverse board decision as a lack of confidence in him. In presenting materials to the board, are his presentations clear and concise? Is he able to discern the main issues and not clog the agenda or his reports with minutiae? Does he level with the board, or does he report only the "good news", attempting to create a stereotype of the perfect administrator? I could continue but there are people more expert than I who should add to the list of presidents having "trustee trouble" because of their own making.

I have excluded from this discussion another anxiety area frequently verbalized as "faculty trouble". This is a complex topic that deserves consideration by itself.

In closing, I should like to mention a few principles by which I attempt to work in relationship with my board:

1. When a board is first organized, it should adopt as soon as possible a set of bylaws.
2. In the early stages, the role of the board of governance and the role of the chief executive in administration should be clarified.
3. Dedicate yourself to developing an informed board.
4. Trustees have a right to expect sound leadership from the president in facing the continuing problems of the institution.
5. Trustees have a right to expect of the president a clear and complete view of the state of the institution.
6. Administrative efficiency is being judged each time an agenda is prepared or a board meeting convened.

7. In preparing an agenda for board action, adequate research must have been done and sufficient information provided in order for the board to make an intelligent decision. Anything less than this probably deserves a reprimand or at least a tabling action.

8. A board's efficiency is dependent upon the president's skill in communicating with it. The experienced president prepares himself well but he should have his subordinates at every meeting to elaborate on detail.

9. A great source of trouble is ineffective communication between the board and the president and/or between the president and his subordinates. The president must be hypersensitive to communication flow in both directions.

10. The president's role of translating for the board from professional to non-professional language is a demanding intellectual exercise which requires dedicated preparation.

11. The chairman of the board speaks for the board when delegated this responsibility and the president speaks for the institution.

12. Policy formulation and planning should be the responsibilities of the board, the administration and the faculty; whereas final policy determination is a board responsibility alone.

13. The role of the administrator is to organize and provide the faculty and facilities for the educational program while the role of the board is to determine and provide the conditions and policies under which the staff may operate the program.

"THEORETICAL BASES FOR BOARD-ADMINISTRATOR RELATIONSHIPS"

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My charge is to examine the theoretical bases for board-administrator relationships. It will be apparent that these theoretical bases are intimately dependent upon and will reflect two elemental considerations. The first of these is the desire inherent in a society to perpetuate its way of life. It is ultimately a question of the survival of a way of life. The second major consideration deals with the best means through which the first can be assured. The first consideration should be rather clear and is commonly acknowledged by all. World societies differ because of the means they elect to assure their survival. Therefore, I shall address myself to the second elemental consideration mentioned--that of the means a society selects for assuring the survival of its way of life.

As a society considers the means through which it can best assure its survival, the first question which must be answered is the one of selecting a decision-making structure that will serve to give the society its direction. In the extremes, a decision-making structure can be selected wherein basic policies are formulated by the masses of people and their designated representatives. Governmental structure is then devised as an instrument through which these broad policies can be implemented or realized. The election of this structure for decision-making rests upon the premise that the source of wisdom for guiding the society is to be found in the total group, or with society as a whole. This reasoning, of course, vests the individual with much dignity and respect.

If, however, a solution to the problem of how best to assure the survival of a way of life is seen differently, an entirely different decision-making structure will result. The opposite extreme of the one outlined above would place the formulation of basic policy for the direction of society in the hands of an elite few, and the masses would then serve to implement these policies. The rationale which determines the make-up of the elite might vary as we have witnessed throughout history: landed elite, titled elite, intellectual elite, power elite, etc. This decision-making structure assumes that the sources of wisdom for determining the direction of society, and thereby assuring its survival, resides with such an elite. The masses, and the individual within the mass, accordingly, are clothed with somewhat less dignity and respect than in the prior situation.

Where the faith for the best direction of a society is placed with the people, it soon becomes apparent that an informed citizen is necessary, particularly if the society hopes to achieve status and deems growth to be important. Where faith has been placed in an elite for guidance of society, literate masses were not very necessary for the purpose of formulating basic policy, although the necessity for literate masses is increasing for a different reason. For a society to assure its way of life in a highly technical age, let alone assume and maintain a position of leadership in the world, a highly skilled populace is required simply to man the technology and implement policy.

There is not agreement among the world's societies, or for that matter within a single society, pertaining to the most valid source of wisdom for guiding a society's destiny, as evidenced by the existence of dramatic differences in decision-making structures. This variation exists because of fundamental differences in the realm of philosophy, particularly with reference to the question of how much dignity should be assigned the individual citizen. The greater the dignity, the more we will value his participation, his judgment and his right to have a voice in the direction of his society and his own destiny. The true measure of the dignity which surrounds an individual citizen in a society is determined by examining the decision-making structure chosen by a society for giving it direction and assuring its survival. In a society which vests great dignity and worth in the individual, there is little room for a decision-making structure which deprives the majority of its people of a meaningful voice in determining the direction their society will take.

We have chosen in our society, which we commonly term democratic, to vest the individual with great dignity and worth. We have chosen accordingly a decision-making structure which is in full compliance with this decision. Although this decision was made on purely philosophical grounds, we now have much empirical evidence to support our choice. William Stanley, in his Education and Social Integration, furnishes evidence which indicates that common man (or the masses) can be depended upon for decisions of greater wisdom in terms of general welfare than can a so-called elite of any make-up. Stanley says:

> "Certainly a study of recent polls of public opinion, where the facts are sufficiently clear to permit a definite judgment as to the relative merits of the case, does not reveal that the wealthier or more highly placed portions of the nation are superior in public spirit or in wisdom to the rank and file."

James Truslow Adams, the brilliant and conservative historian, in his book New England in the Republic, comments:

> "The history of New England shows again and again, as a matter of practical statecraft, how the 'wise', the rich, and the 'good' have shown less collective wisdom than the members of the despised lower orders, as well as a more bitter class spirit, a narrower intellectual outlook, and a less broadly human attitude toward life."

This conclusion is further substantiated by the dean of American anthropologists, Frank Boas, in a passage from his book Anthropology and Modern Life.

> "The masses of the people...respond more quickly and more energetically to the urgent demands of the hour than the educated classes, and the ethical ideals of the best among them are human ideals, not those of a segregated class."

We do have additional evidence, don't we? Each of us can observe for ourselves the position of world eminence accorded our society and how the act of holding one's head high comes naturally to a people who are accorded great dignity and worth.

Thus far, we have discussed but one phase of the topic under consideration; namely, the broad theoretical orientation or bases from which all valid relationships must spring, including board-administrator relationships. Before our consideration of the topic can be complete, we must consider the proper roles for both the lay citizen and the professional educator. The theoretical base has been developed for the lay role and, by implication, for the professional role.

Let us examine explicitly the theoretical bases for the professional, including the educator. The professional, or expert, is professional largely because he possesses a particular body of knowledge which those outside of the profession do not possess. He remains expert or professional only so long as he is exercising his opinion within his particular sphere of knowledge. The moment he ventures outside his area of knowledge to express himself, he becomes non-expert and his opinion joins that of other lay opinions with nothing special to recommend it above the others. The most brilliant professional lawyer is out of his element when he tells the professional surgeon how to perform a specific operation. The professional surgeon in turn is out of his element when he tells the professional lawyer how a particular point of law should be construed.

Under the decision-making structure we selected for the guidance of our society to assure its survival, the faith was placed in all citizens as the truest source of wisdom. This decision placed with the citizens the indisputable right to formulate, mostly through their elected representatives today, the fundamental policies which would serve to give the society its basic direction. It left to the experts or professionals the task of implementing or executing these policies. In addition, it provides for counsel of the experts, depending upon the pertinence of the particular body of knowledge possessed by the expert to a given situation. We see our entire governing system in this country and its various agencies and institutions as a system of lay control with professional implementation as a result of the decision-structure we have adopted. It is most easily observed in the public sector of our economy, including the military and education systems, but it can be observed in operation in the private sector as well. Large corporate enterprises, for example, are most often under the control of a board of directors, who in turn are responsible to the stockholders. Professional business and management executives are employed to execute the broad policies established by the stockholders through their board of directors.

Let's examine the "expert" for a moment--both his strengths and weaknesses. Harold Laski in an article titled, "The Limitations of the Expert", published by Harpers Magazine, had the following to say in connection with the role of the expert:

> "No one, I think, could seriously deny today that in fact none of our social problems is capable of wise resolution without formulation of its content by an expert mind...
>
> But it is one thing to urge the need for expert consultation at every stage in making policy; it is another thing, and a very different thing, to insist that the expert's judgment must be final...Above all, perhaps, and this most urgently where human problems are concerned, the expert fails to see that every judgment he makes not purely factual in nature brings with it a scheme of

> values which has no special validity about it. He tends to confuse the importance of his facts with the importance of what he proposes to do about them...
>
> The expert, I suggest, sacrifices the insight of common sense to the intensity of his experience. No one can read the writings of Mr. F. W. Taylor, the efficiency engineer, without seeing that his concentration upon the problem of reaching maximum output of pig-iron per man per day made him come to see the laborer simply as a machine for the production of pig-iron. He forgot the complexities of human nature, the fact that the subject of his experiments had a will of his own whose consent was essential to effective success...
>
> The expert, again, dislikes the appearance of novel news. Here, perhaps the experience of science is most suggestive since the possibility of proof in this realm awards the chief difficulties of human material. Everyone knows of the difficulties encountered by Jenner in his effort to convince his medical contemporaries of the importance of vaccination. The Royal Society refused to print one of Joule's most seminal papers. The opposition of men like Sir Richard Owen and Adam Sedquick to Darwin resembled nothing so much as that of Rome to Galileo. Not even so great a surgeon as Simpson could see merit in Lister's discovery of antiseptic treatment. The opposition to Pasteur among medical men was so vehement that he declared regretfully that he did not know he had so many enemies. Lacroiz and Poisson reported to the French Academy of Sciences that Galois' work on the theory of groups, which Cayley later put among the great mathematical achievements of the nineteenth century, was quite unintelligible. Everyone knows how biologists and physicists failed to perceive for long years the significance of Gregor Mendel and Willard Gibbs...
>
> The expert, in fact, simply by reason of his immersion in a routine, tends to lack flexibility of mind once he approaches the margins of his special theme. He is incapable of rapid adaptation to novel situations. He unduly discounts experience which does not tally with his own...Specialism seems to breed a horror of unwonted experiment, a weakness in achieving adaptability, both of which make the expert of dubious value when he is in supreme command of a situation...
>
> We must ceaselessly remember that no body of experts is wise enough, or good enough, to be charged with the destiny of mankind. Just because they are experts, the whole of life is, for them, in constant danger of being sacrificed to a part; and they are saved from disaster only by the need of deference to the plain man's common sense."

If Laski's argument is valid, then it is indeed fortunate that this society established the decision-structure it did--perhaps it is, again, a clear example of the common sense of the total group.

Thus far, we have examined the theoretical bases from which lay and professional relationships must spring in the governance of our society. We have seen that the basic consideration in our society, as in others, is the question of survival of a way of life. The means we have chosen to assure our survival is reflected in our structure for decision-making, and it may vary from society to society. Our decision-making structure reflects a very basic and undeniable faith in the collective judgment of the populace and expresses the profound dignity and worth with which each citizen is clothed.

It can be demonstrated, as we have seen, that empirical evidence over the long run tends to support the philosophical position we took as a people in establishing our decision-making structure.

Under this structure for decision-making it makes as little sense to argue that professional educators, because of their body of knowledge, should have final authority for shaping the direction of education as it does to advance the proposition that only experts in political science should have final authority for shaping the direction of our society because of their peculiar understandings in the realm of politics. It is well-accepted that whoever controls the educational system of a modern nation also controls the direction of that society. In either instance, the direction of society would be a matter for consideration of an elite few. Our structure for decision-making protects against the misguided use of the expert's special knowledge. It was also pointed out that the decision-structure we have selected provides an area which is the legitimate domain of the expert or professional. It is wasteful and foolish for the non-professional to have ultimate authority in areas where professional knowledge is prerequisite to successful performance. Lay knowledge is as poorly qualified to dictate to the physician on medical matters, or the educator in the province of learning, as the medical man or the educator is poorly qualified to exercise final judment concerning the ultimate values a society will cherish.

We have moved to the point in our discussion where it is time to consider the lay and professional roles in education in terms of the theoretical bases thus far developed. I believe that where serious friction occurs in board-administrator relationships, it is largely engendered because of an insufficient grasp or understanding of the proper role for the various participants within the structure for decision-making we have established in our society. This observation applies equally to public or private education as well as to "lower" or "higher" education.

Dr. R. L. Johns, in 1961, in a speech dealing with organizational structure for junior colleges and addressed to the Junior College Administrative Teams Institute, made the following observation with respect to the legal structure for junior colleges:

> "...The legal structure of a junior college is the external system created for its government and control as distinguished from the management provided by the president and his faculty. The legal structure differs for private and public institutions. Furthermore, private institutions differ from each other in legal structure and so do publicly supported institutions. Despite these differences, practically all junior colleges both public and private operate under some type of board. This legal pattern at once raises the question - what types of decisions should be made by the board and what types of decisions should be made by the president and his faculty?"

He then went on to delineate these two areas of decision groupings in the following manner:

> ".. There are two basic types of decisions. One is decisions with respect to basic programs and policies and the other is executive decision-making within the limits of established programs and policies. Decisions on basic policies and programs should be made by the governing board of the institution after giving full consideration to the recommendations of the president and the faculty. Executive decision-making should be made as near the scene of action as possible within the limits of established policies and programs..."

During the remainder of the discussion, I shall attempt to apply the rationale thus far developed to the area of board-administrator relationships. We will be dealing, then, with the problem of who should be making what decisions and why.

Since the theoretical bases for board-administrator relationships are located in the nature of the decision-making structure we have embraced, I shall use it as the instrument through which we can project desirable and legitimate roles for lay and professional personnel. I will employ a device which I term a decision-structure model to assist in the illustration. It encompasses the total area of decision-making and its basic reference will be to our society. It has three components: (1) policy formulation; (2) policy implementation or execution; and (3) policy evaluation. Each component will be examined in terms of the proper role for each party involved and the theoretical bases which serve to substantiate the role.

In discussing the first component of the model, policy formulation, I will be referring to that kind of broad, basic policy which serves to give an educational institution its direction. Policy which will serve to provide answers to such basic questions as: What are the values we want our young people to hold and cherish when they have completed the phase of their education through this institution? What understandings, skills, or knowledges do we desire them to have upon completion of their stay with us? Who shall be educated, to what extent, at whose expense? What kind of behavior do we desire of our youth as an outcome of the educational experiences we have provided? What part of the overall outcomes we establish for our students can be most effectively assigned to our institution and which of them should we ascribe to other institutions? What constitutes an adequate provision of resources for accomplishing these purposes and how do we provide these resources?

Upon looking at the structure for decision-making which gives our society its guidance, it becomes obvious that final decisions concerning these kinds of questions can reside only with the governing board. It is a generally accepted axiom in our society, as well as in others, that the group which controls the outcome of educational experiences in the form of values, behavior, and beliefs, controls not only the direction of education, but the direction of the society as well. In terms of our model, effective control is contingent upon two components: (1) in the area of policy formulation; and (2) in the area of policy evaluation. Both components are vital to effective control, particularly if policy formulation is directly influenced by policy evaluation as it properly should be.

Since effective control is dependent upon having the final voice within the two components of our model, it follows that to be consistent with our theoretical base in the form of the structure we have selected for determining the direction of education and society, that the public judgment must be the final judgment in these two areas. This means that the final voice relating to policy formulation and policy evaluation in education are lay functions. Policy formulation and policy evaluation are, therefore, functions wherein final authority is, and must be,vested with the people and the people will normally express this authority through the governing board which represents them. For one purpose or another various segments of the population may establish educational institutions, but the principle still holds. The lay group should still retain the final authority in these two areas of the model.

By what right does the private citizen exercise such authority? He exercises it because of the profound dignity and respect his decision-making structure has bestowed upon him because of his unique position as a free citizen in a free society. As a free citizen he has the right and the obligation to exercise his judgment in matters relating to his and his society's ultimate destiny. We might ask, "What, then, is his basic reference, his stock-in-trade, his raw materials, which he can draw upon for the purpose of making these decisions?" The "stuff" from which those decisions are molded are the values he holds. He values certain outcomes (in the way of behaviors, skills, understanding) above others and these outcomes may be subdivided in different fashion; for example, according to ideological or philosophical values, social values, economic values, moral and spiritual values, and political values. He expects that when these values find expression through implementation that the direction is given for education.

Does the professional educator have a role in policy formulation and evaluation? We know, of course, he does, and in three respects. In the first place, he is an equal member of the larger public, and as such he has a voice equal to that of any other in basic policy formulation. In addition, he serves in an advisory capacity to the group, usually to their governing board, on matters involving basic polocy consideration. Beyond this, he is responsible for developing executive policy necessary to the effective realization of the purpose set forth by the governing board. His authority, then, in establishing basic policy which will give education its purpose is limited to that of any other citizen. Any additional influence he has, because of his advisory capacity to the governing board or as a result of his charge of implementing policy, can only exist in accordance with the wishes of the governing board and the larger populace it represents. This additional influence can be accepted or rejected depending on the will of the group. In other words, the final authority for decisions resides with the people and they exercise this authority through their representatives on the governing board.

Beyond that of any other citizen, the authority of the professional educator, including junior college presidents, can only be advisory in nature. He has the obligation to make his professional knowledge available and to express his view concerning the various policies, but his advice can be accepted or rejected depending upon the will of the board.

What kinds of chief responsibilities will the board member have, then, if he is to exercise effectively his authority in the formulation of basic policy? Collectively, the board will choose a chief administrative officer and work harmoniously with him. The board will identify desired outcomes for students and express these expectations in terms of broad purposes which will give guidance to the entire educational enterprise. It will provide resources in the form of personnel, plant and equipment, and supplies necessary for the realization of the purposes it has established. It will establish and maintain an effective means of communication with the larger group it represents. This involves communication flow in both directions--board to community and community to board. The board will establish a means for evaluating the desirability of the purposes which it has set forth and how effectively they have been realized. The board will, finally, if it is to realize maximum effectiveness, accept the responsibility for acting as a cohesive group. Some boards never become a cohesive group; they simply remain an aggregate of individuals. To become cohesive there must be the acceptance by all of the higher service to the total group they and their school are serving. If a board does not think of itself as a responsible group, it is frequently the case that individual members feel that they represent a particular cause or part of the community. Board decisions are often the result of jockeying for position, not the result of deliberation on overall strategy or tactics for improvement of the institution. In this instance, the higher service is most often subverted for narrow purposes and goals.

It is now time to move on to our consideration of the component in the decision structure model which I termed policy implementation or execution. What are the proper roles in this area for lay and professional personnel? I suggest that before we can determine this, we must examine the knowledge a person has which serves to distinguish him as a professional educator. The snap answer usually is that he is very knowledgeable in a subject field such as history, mathematics, or administration. Although this is an essential qualification, it is not the only one, and by itself it does not qualify a person as a professional educator.

To illustrate this point, we need only to remind ourselves that a very knowledgeable business administrator may not be at all qualified as an educational administrator, although he may have more knowledge than the educational administrator concerning organization and administration. We usually can find persons within our immediate public who know more history, mathematics, medicine, or whatever, than do our teachers of these subjects. This knowledge alone, however, does not qualify them as professional educators.

What then makes up the body of knowledge which qualifies a person as a professional in education? In addition to his subject content, he needs intenisve and specialized knowledge about how and under what conditions people learn best. The president of a junior college must understand the basics of organization and administration, finance, school plant planning and maintenance, utilization of supplies and equipment, deployment of professional and non-professional personnel, and transportation. He must, however, possess also thorough knowledge in other areas which would otherwise create intolerable obstacles in his attempt to establish the structure which will lead to the fullest implementation of policy which, after all, is his basic responsibility.

Specifically, he must be well-grounded in learning theory, in the psychological considerations of how and under what conditions people learn best. This, of course, requires knowledge as a base for structuring the sequence and scope of learning experiences (which we call curriculum). This is dependent upon a knowledge of human growth and development. How much importance does one attach to matters such as self-concept, interest, motivation for learning? If important, by what means can we best achieve this? Most importantly, the president, as a professional educational administrator, will have a grasp of organization and administration and the entire province of learning which will permit him to fit all considerations into a structure for learning which will most fully realize the purposes determined by the governing board.

Although the governing board may be advisory to the president in matters involving the implementation of educational purposes, it should be emphasized that the lay role in this respect should be advisory only. The final decisions involving professional considerations, which we call executive decisions, should be vested with the professional. It is an ineffective board which fancies itself as capable of making final decisions in this area. The further result is predictable--an ineffective professional administrator and a relatively low achievement in terms of the purposes the board itself established as important. Few board members are professional educators and we delude ourselves if we think that our experiences as students for 10 or 20 years qualifies us to make decisions which lie in the realm of professional education. Your advice is honestly sought and often accepted, and this is as it should be, but do not confuse this with the notion that you are being invited to exercise final judgment in the professional area. The lay role in matters of curriculum construction, selection of appropriate teaching materials, and assignment of personnel should be advisory. The expert will know best how to combine and utilize all of these tools to best achieve your purposes. Sometimes when professional educators do not understand their role, they invite lay persons to make decisions concerning the curriculum, how to teach, and the selection of supplies. In effect the professional is saying through this deed that he is not a professional at all. He has no particular body of knowledge, before the eyes of the public, which he can embrace. The professional educator who does understand his role will also invite the public to contribute ideas and suggestions in these areas, but he will make it abundantly clear that the final decision in executive matters will reside with those who are expert in such affairs.

The layman should find little to fear in this arrangement. In fact, he should insist upon it for several reasons. In the first place he should be most anxious to fully realize the purposes he sees as important. This can best be accomplished through the guidance of a trained professional. He needn't be unduly concerned about curriculum matters, for after all curriculum is simply an instrument which the professional fashions for the specific job of accomplishing the purposes which his governing board has set for him.

Lastly, the final authority for policy evaluation and its achievement resides with the governing board. At this stage the board will determine the propriety and wisdom of the policies it has set. It will also be determining, once it is satisfied its policy is desirable, just how effective its executive officer has been in implementing the policy. It has the option of being pleased or displeased with the manner and the degree to which the policy has been effectively put into practice. If, in the judgment of the board, there has been too much slippage or inefficiency in the implementation of policy, it can express its dissatisfaction by replacing its professional executive.

An analogy might serve to illustrate this point. The basic decision of whether one should have an operation, which the surgical specialist advises, rests with the patient. Should the patient decide to permit the operation, he is indeed indiscrete and unwise if he attempts to tell the surgeon how to hold his scalpel, where and when and in what manner to make the incision, etc.

There is a role for the citizen--a role which reflects the fundamental and profound dignity and worth accorded the individual in our society--a role which is guaranteed by the decision-making structure we have selected to assure our way of life.

There is a role for the professional educational administrator--a role which he can competently fill because he is a professional. It is a vital role, for the noblest of purposes are as nothing unless they are realized. The outcomes we seek are contingent upon two factors. First of all the outcomes must be identified and stated. Secondly, the means for accomplishing them must be established. Without either step, no planned results can obtain. Both steps are essential for the effective progress toward identified outcomes.

I know that this has been a rather lengthy, and yet vastly incomplete, rendezvous with the topic. It is my hope that the relationships between the decision-making structure we chose as a people to assure our survival, and the implications it holds for the lay and professional roles in education, have been demonstrated. Through this understanding, we can view more clearly the nature of the relationships which should exist between the board and its administrator.

I have had a clear advantage in discussing this topic. I have not been hampered by the practical consideration of sorting decisions into two piles, one labeled "policy"and the other "executive". This is a long and arduous task and requires constant attention, patience and skill by all involved in the task. One feels secure in the knowledge that this task will receive appropriate consideration, as evidenced by the fact that well-intentioned, intelligent persons have voluntarily gathered here for these few days, despite a demanding schedule, to explore their relationships more fully. This, in itself, demonstrates more clearly than words, that free men are concerned toward the end of constantly improving relationships in the area of education.

"THE ROLE OF A COMMUNITY COLLEGE TRUSTEE"

Fred L. Mathews, M. D.
Chairman, Board of Trustees, Southwestern Michigan College

I would like to comment not only on the individual responsibility of a community college trustee but also on his responsibility as part of a whole board and his relationship to the administrator or administration of the college.

Before going further, I should warn you that although I am in one of the professions for my livelihood, I am basically a businessman, politician and promoter who looks with a jaundiced eye upon many accepted organizational procedures I consider to be antiquated. I am interested only in moving a program from point A to point B in the shortest possible time consistent with good business principles and without sacrificing quality.

The role of the trustee varies greatly with the institution, with all extremes being in evidence. We have seen situations where the trustees for all practical purposes were administering the academic programs of the college. The other extreme is where no significant control is exerted by the board and the position of trustee is honorary at the most.

In my opinion, we as new trustees should reject either of these extremes as detrimental to the institution and work toward a reasonable middle ground. I personally reject the stereotype position on board-administration duties and relationships where a wall divides the responsibilities of each. For an administrator to insist on administering within a trustee-sterile environment is as wrong as a board of trustees adopting policies in an administration-sterile environment. To jealously protect our separate domains, in my opinion, represents an insecurity on the part of one or both of the parties involved.

We can never escape that fact that we, as trustees, are by law charged with all the responsibilities of the college. Though we may delegate authority we cannot delegate the legal responsibilities. As a board of trustees we can sue or be sued. Of this, we should all remain cognizant. If our only duty were to hire a president and retire from the scene then the laws should so provide. Those who advocate a weak board should read the January 1967 issue of Fortune and learn what happened at the University of Pittsburgh.

We must realize that administrative decisions and actions by staff members directly affect the image of the college and the integrity of the board of trustees. This is evidenced daily when we pick up any newspaper or turn on the radio or television. Sticky administrative problems can end up in the laps or on the heads of the trustees.

An integrated board-president relationship will result in fewer problems coming before the board for formal action and at the least will condition the board to the problems and strengthens the president's position in time of crisis.

We should also realize that boards of trustees are in general composed of talented business and professional people whose combined annual salaries would exceed $100,000. In a college where budgetary considerations limit the size of the staff, isn't it just good business to use and exploit to the maximum the talents of these trustees?

The community college movement in Kansas, Michigan, Illinois, and other states in the United States is the most exciting and challenging entity in today's society. We are living in a go-go world that is on the move. We cannot move at the required pace unless trustees and presidents accept new challenges, commitments and relationships. I feel there is little place for the trustee who is willing to fulfill only the legal requirement of meeting once a month to make major policy decisions. Administrators are human beings. They will move faster and with more confidence if a board is moving along with them so that the decisions are jointly understood, with all accepting responsibility for the right decisions and the occasional wrong ones. A board hiding behind broad policy and leaving all hazardous responsibilities to the president will find that the president will move more slowly and more cautiously.

Before we vigorously cling to the old trustee-president relationship of years past, we need to take inventory of the changing situation that has taken place in higher education in recent years. This is the era of teacher unions, sit-ins, etc., where crisis hangs over our heads like the sword of Damocles.

May I now move to some specific areas and give some illustrations where trustees can contribute a great deal.

1. Legislation: Trustees are elected by the people--whether we like it

or not, we are politicians. We have something in common with our state legislators. The board of trustees should be made up of people representing not only all segments of the local society, but of both political parties and shades of each. And, by the way, it should be the unofficial responsibility of the existing board of trustees to actively, but quietly, choose candidates to fill vacancies who fit into the structure. The board must choose candidates who can be elected and make sure they are elected. To leave board election to chance can be disastrous. Now, during the legislative session the trustee should become an active lobbyist for his college and for the whole community college movement in the state. We do not have famous football teams or large alumni groups. We must compete for legislative recognition with the universities, mental health and welfare programs and many special interest groups with powerful and well-paid lobbyists. In most states we are being short-changed at the state level. We can and must rectify this. You as a trustee are the key. Your legislator knows you speak for the majority of the people in your district or you would not have been elected. Capitalize on this! More can be accomplished by one bill passed in the legislature than by 10 years of educating the public to our needs. The community college movement has the structure to be the most powerful lobby in the state if we will but use it.

2. Public Relations: In the smaller community college districts the people are close to the college in spirit. They all know at least one trustee personally, and usually several. Board members should be the college's best salesmen. A board member who does not boost his college one hundred percent should not be a board member. There is a time and place for gripes and disagreements. Your contact with the public is not that time. To be an effective public relations arm for the college, trustees should stay partially in the limelight. This can be done tastefully and can supplement rather than overshadow the administration or academic activities.

3. Scholarships: Your community college is a community project. It is probably the most prestigious organization in your district. Industry, business and individuals, in exchange for public recognition, are eager and willing to pledge scholarships. These can best be solicited by board members. A solicitation letter signed by trustees is effective. We proved this at Southwestern Michigan College and have a record number of locally endowed scholarships. Use your good names in promoting the college and in solicitation of

scholarships and other gifts.

4. Contract Negotiations: We are now forced into collective bargaining with teacher unions. In the small college with limited staff, are we to ask the president to do "hard-nosed" negotiating with the faculty on behalf of the board on one hand, and, on the other hand, expect faculty to work with him harmoniously the rest of the year? Or are we going to leave the negotiating of contracts to other staff people below the presidential level who may have a minimum of experience in business, legal or contract matters? Or would it be better done by the trustees who are, as a rule, successful business and professional people who can afford the luxury of hard negotiating with faculty representatives without putting in jeopardy the working relationship of the administration and faculty? If your board lacks trustees experienced in contract negotiations, it may be necessary for the board to request the assistance of the college attorney. However, you should be aware that interjecting one attorney into contract negotiations may result in a second attorney on the other side of the negotiating table. In some quarters a suggestion of this nature is looked upon as board infringement on administration. I do not feel this to be true.

5. Hiring: Let's look at tenure. Today, if you are not saddled with a tenure law you soon will be. If a "foul ball" is hired, it is very difficult to get rid of him. Wouldn't it be just good common sense for a president to confer with the board before bringing a name in for approval. After all, some faculty members will come from the immediate area and one or more trustees may have some inside knowledge about the prospective employee. We cannot depend on accurate information by way of letters of recommendation as unfortunately these are usually very superficial and overly generous on the side of the faculty member. The same procedure can be followed with secretarial, custodial personnel, etc. A president who does not use his board for information that will save problems later is missing a bet.

I have served for many years as a member of the board of directors of a bank. It is routine, not only in our bank but in every bank, for the chief loan officer at times to bring to the board for consultation and even approval prospective loans that fall well within his individual loaning authority as established in broad board policy. A banker who seeks this consultation and sharing of responsibility, on what the purist could call an administrative decision, when a risky loan is involved, is not displaying weakness but good common sense.

If a decision, though administrative in nature, has an unusual element of risk, it is better to have "partners in crime" before the fact than after the fact.

6. Students:We in the United States today are in the middle of a revolution as far as the college-student relationship. We are dealing with a highly explosive generation inclined to label all rules as "restraining academic freedom". Board members who are often second or third generation people in a community can at times be used as a source of advice and council in judging and evaluating community behavior and projecting community and student response.

I would hasten to caution, however, that in order for board participation in matters of hiring and students to be effective, the initiating must come from the president. He must request the information and be able to use and evaluate it properly.

The above examples are but a few of the useful areas where trustees can be of service. There are many more.

Let me now examine briefly the special relationship of the chairman to the president and to the rest of the board. We must assume the chairman has the confidence of his board or he would not be chairman. The chairman and president must have a mutual trust and confidence if indeed this hybrid type of board-president relationship I advocate is to work. The chairman should know his board members. He must know their strengths, weaknesses and idiosyncrasies. An active chairman who has the confidence of his board can work with the president between meetings to resolve items falling in the twilight zone between administration and policy. He shares with the president the responsibility for these fringe area decisions. Many decisions can be made by the president and chairman if the right relationship exists among all parties. This will save the board meetings for more in-depth problems.

The chairman should be better versed than the other trustees on all matters coming before the board and if necessary help sell to the board the programs the president has. An active chairman can at times be a valuable buffer between board members and the president.

He should also be the liaison between individual board members and the president. Nothing will demoralize a president faster than six or seven board members each calling to confer or question. All communication related to college business between board members and the president other than at meetings should be through the chairman. Likewise the chairman's only contact with the college should be through the president.

I would like to discuss briefly the subject of board meetings and their relationship to the community and the press. In my opinion, the image of a community college will be adversely affected by news media reporting open discussion and debate on proposed policy matters. These media can, however, be a very great asset.

I believe that it should be a rare instance indeed when a new policy item comes before the board at an official open meeting that has not been previously thrashed out in executive session. There is a time for table pounding, short tempers and frank discussion on both the part of trustees and administrator. An open public meeting is not the place for this. It is disastrous for the press to report that Trustee Jones said this and Trustee Smith said that. Trustees become locked into positions which they may feel obligated to defend publicly. This is undesirable. We believe in fully informing the public after a decision has been reached. This should be done by prepared in-depth news releases emphasizing the positive. Formal board meetings should be short and primarily to ratify policies previously agreed upon in executive session. At Southwestern Michigan College we spend about five hours of executive session for one hour of public meeting. Call this managing the news if you must, but if handled properly the press will appreciate the fact that they get the news without having to spend all evening at a meeting.

Individual trustees should not, in my opinion, comment to the press pro or con on any issue. If a statement must be made other than a prepared release from the whole board, then the chairman should be that spokesman. Though this may seem elementary, I have seen much progress at other colleges retarded for lack of this procedure.

Most of all, a board must--I repeat MUST--unanimously and publicly back any administrative decision made by the president. There is a time and place to disagree with the president. In public is not the place. A president's days, and for that matter the board's days also, are numbered if you falter on this. A president or a board is not infallible but a united public front must prevail.

We as community college people are involved in a tough business in a tough world. It is a battle for survival like any other business. Trustees and presidents must be a tough breed to survive the challenges. We need each other's help. Working together we will make it. Working separately we will not.

I sincerely hope no one would construe my remarks to mean that board members should administer. Certainly not. But board members can be the president's best sounding boards in a community. They can be his confidants and advisors if he is strong enough to use them.

Southwestern Michigan College has broken many previous records in the length of time required to organize a college from the embryo stage to an institution with modern facilities and a comprehensive program. Part of the credit goes to Dr. Raymond Young of The University of Michigan who was our consultant and advisor during the study and organizational period, and much to our President, Dr. Ivey, who is strong enough and versatile to use in a positive, effective way the many talents of an eager and willing board.

"TRUSTEES AND REGENTS: FACT OR FICTION?"

J. L. Zwingle
Executive Vice President, Association of
Governing Boards of Universities and Colleges

The title of these remarks is not intended as an insult. Trustees, regents and members of governing boards under other titles are present here today, in fact, in the flesh. They are not only a physical fact, they are a legal fact. They derive their title from the civil authorities of their states or their communities. Why then, raise a question about the factuality of such people? You realize, of course, that I traveled some distance to make these remarks. Such being the case, I do not intend to give you my answer to the question before spending some time working up to the point.

As a beginning, take a quick glance at the development of American higher education. Stress the term American, because the history of higher education in this country is distinctive. From the earliest times the lower schools and the colleges were designed with two purposes in view, purposes somewhat in conflict with each other. The first was to make sure that this frontier society could provide itself with leadership in the learned professions--the lawyers, the ministers, the teachers, and to some extent, the physicians. In this aspect, higher education was an enterprise designed for the elite, a numerical minority. Accompanying this purpose, however, was another important one affecting the educational enterprise of this still new country--the need to unify the people and to qualify the maximum number of people as citizens, as voters. Be reminded, however, that there was no great, overwhelming opinion about the feasibility of developing a literate, informed, voting population. In fact, there is still some doubt in our country that the dreams of our founding fathers can, in fact, be achieved. One of the many issues confronting our first President, one that created a great deal of turmoil, was whether we should not have the constitutional monarchy instead of a purely electoral system. It is only a little over 100 years ago when Andrew Jackson came to Washington as the symbol of a new era. He was, in a sense, the first to overthrow what we now call the "Eastern Establishment". This rise of the common man (the common man seems to be constantly on the rise, doesn't he?) was regarded with misgivings by a great many people. Within a few decades of the Jacksonian period, however, there was enacted a bill which marked a great change in education--the Morrill Act, establishing the Land-Grant Colleges.

Now we see a third factor which has affected the course of higher education in the last hundred years. We finally adopted a public school system which eventually demanded that every child in the country attend at least the first six grades of the school system. Later this was extended to the secondary schools, though compulsory attendance has never itself been a clear success at the secondary level. Thus we saw a rising conflict between two conceptions of the lower school--vocational education on one hand, and college preparatory work on the other. In the course of developing both emphases, one thing of great importance was happening-- literacy was improving and the country was becoming more and more of a political unit. The school rivaled the church as community center and finally displaced the church as the center of community consciousness, of community activity, of dominant voluntary interest.

With the economic and industrial development of the country, however, there came to be a demand for trained manpower outside the learned professions and thus we see the foundation for the Morrill Act to provide education for farmers and mechanics--though the Act carefully emphasizes that these colleges should also include the liberal arts. In some states these land-grant colleges were identical with the state university; in others, not. Where the state university was separate from the land-grant college there ensued competition for the tax dollar and a long-term conflict over prestige.

Nevertheless, higher education at this point began a completely new process. As distinct from the British system, our primary model, the American system became the project of the total society. It is hardly possible to exaggerate the importance of this difference. The high school, the college, the university were instrumentalities of the total society. For better or worse they were subject to the demands of the society for production of leaders, for the production of skilled manpower in agriculture, engineering, business and finance, and even for such specialities as the paper industry, the insurance interests, the transportation companies, the horticulturists. Everybody who needed skilled manpower either urged upon the college or university the task of producing needed personnel or established "institutes" or "colleges" of their own. There are still in this country many proprietary institutes and colleges which are operating at a profit. In fact, my own first post high school experience came as a student of a proprietary junior college of business.

From the beginning be it noted, the development of the lower schools and of higher education took place under the authority of a legally constituted lay board, whether a board of trustees, a board of education, or something else. These board members were not selected primarily on the basis of their educational qualifications. They were selected to represent the public interest, however defined. Sometimes this public interest has been defined pretty narrowly, in ways calculated to shut teachers off from participation in normal personal and community activities. Sometimes it has been defined so as to require teachers to conform to some test of loyalty or of conformity.

Now we come to the great upsurge of community colleges, junior colleges and their other counterparts throughout the country. It is interesting to observe that our generation has seen rapid growth at the opposite extremes of the academic scale--the graduate school and the junior college. I must not pause to discuss the graduate school here. It is important, however, to observe the junior college in relationship to the two major streams of educational expansion in the country, the lower schools on one side and the colleges and universities on the other side (comprising what we call higher education). Higher education is a relative term. In part higher education is higher merely because it is higher than something else. In some high schools, academic work may be superior to that of some colleges; but never mind.

To speak for a moment of the community college, we can see that higher education has come full circle. All colleges began as local ventures, and were therefore in a sense community colleges. One may have been promoted, say, by the Presbyterians and another by the Baptists and another by the Roman Catholics; but they were all local ventures--sometimes stimulated by the real estate promoters who saw a college as a feature for their own campaigns. Some of these colleges prospered, others did not. But those which did prosper became less and less localized in interest and influence. Boards of trustees were selected from all parts of the country, support for the institutions became more and more widespread and the institutions represented less and less of a single interest, whether of the local community or of the sponsoring organization.

This is perhaps a good point to raise a question whether there is any significant difference, for example, in the function of a local school board and a board of trustees of a college? I am not going to answer that question, but I suggest that you take it home with you for serious thought. At the same time I will ask whether there is any essential difference between the function of a community college and that of a secondary and elementary school system. That one I will try to answer even though it may be as troublesome as the one I dodged.

To get at this question a bit indirectly, let me simply read a short list of institutions bearing local names and ask you what pictures they bring to mind: The University of Denver, The University of Chattanooga, The University of Dubuque, The University of Chicago, The University of Rochester, The University of Dallas, The University of Detroit, The University of Toledo.

If you do not know anything about these schools, let me report that this short list includes only one municipal institution and that one is in the course of transferring to the state college system. Most of these seemingly local institutions are privately endowed and range from modest standing all the way to the top of academic prestige and cosmopolitan scope.

The question frequently comes to me, especially about the junior college or the community college, whether the first qualification for a trustee should not be interest in local community development. Here we meet a rather subtle issue, one which may cause some misunderstanding.

In this country we have a system of education which is nation-wide, which is somewhat standardized, but which is, nevertheless, replete with variations. I have heard criticisms of local administrators because their eagerness to achieve a regional or national reputation causes them to neglect local interests. Perhaps the criticisms were justified; but I raise a question whether a community college should be so obsessed with its locality that it forgets the larger fabric of which it forms but one thread.

Thus we confront the difference between lower schools and higher education. The difference is not merely in the fact of a local financial base or a high degree of local interest. The difference between one high school and another and between one college and another and one university and another, and for that matter between one community college and another, is not a matter of locality. It is found in the goals and aspirations which the school represents. The big difference between institutions is in the intensity of the academic effort and the expansiveness of offerings. Of these two, the first is more important.

Now we come to the question which started this discourse. Aside from the minimum technicalities, are trustees and regents a fact? Or should I say, a significant fact? It is commonplace to hear presidents, deans and sometimes faculty members say about a certain proposal, "the trustees probably will not like this." Or in supporting a proposal, it is common to hear someone in the administration or faculty say, "the trustees are very eager to have such-and-such done." Or again, "suppose we suggest to the trustees that this or that be started." Or in another version, "I wonder if the trustees know about so-and-so . I bet they would take immediate action."

In each of these instances somebody is thinking of a fictional trustee. The fiction is this: that once the trustee is aroused about a matter he will be for immediate action; he will persuade his fellow trustees to vote some regulation or set of instructions to change the course of events, forthwith. That is to say, relatively few people including trustees themselves, have drawn the line between policy formation and executive action. And not having drawn this line, they probably have not actually adopted a set of policies.

Let us examine the few essentials involved. The first factors are these: that the trustees hold the charter of the institution, are responsible for the employment of the chief executive, must authenticate all policy actions and major decisions and must authorize the annual budget. As the holder of the charter, the legal custodian of the property, the employer of the president, and the validator of major decisions, the trustee can perform his duties at a minimum by attending meetings and casting a vote. In this case his trusteeship is technically factual and real, but in substance it is fictitious.

On the other hand a trustee can insist on scrutinizing details, initiating inquiries and second-guessing everybody from the groundskeeper, to the coach, to the head of the Department of Economics, to the dean, and to the president. In this case his trusteeship is not only obnoxious but it is also fictitious. In the first instance he is guilty of neglect, hence untrue to his trust; in the second instance he is guilty of interference and harassment and thus is not holding a trust but creating a nuisance.

Genuine trusteeship arises from the development of a good sense of administration, which good sense will tell the trustee where responsibility stops and interference begins. He will have a good sense of property, which good sense will help him to understand when property is being well managed, and a good sense of financial practice which will tell him when the budget is being well constructed and well administered.

These are the minimum factors and they all require a certain amount of experience and maturity. But now we speak of something more important than these. In the highest sense, the trustee holds in trust something more than property, something more than the current program. He needs the long view, something called perspective. He needs the broad view, another form of perspective. That is to say, he needs to understand the context within which his own institution is operating. If he has a grasp of history and a vision of the future, and if this sense of history and vision of the future can be centered on current problems, he will show the largeness of mind which is a precondition for sound policy. The opposite attitude is easily illustrated. For example, I know of one benefactor in the nineteenth century who wrote into his deed of gift a requirement that the funds be invested in agricultural lands and first mortgages having a minimum of ten percent return. Eventually the courts set aside this provision. You are well acquainted with instances of schools which are restricted to some definition of vocational training which is now out of date. Think for a moment about vocational agriculture. Agricultural schools today are important not so much because of the training offered for future farm operators--though farms are still in operation--but because of their value in the field of scientific research. Anybody who wants a dramatic illustration of this point can get the story of the Rice Research Institute of the Phillipines. The great failure of all "special schools" is failure to move with the times.

In 1967 the lay trustee in higher education is responsible for the public interest of 1977 and 1987. If his ideas are bound to those of his business as it happens to operate today, or to his childhood as he may recall it, or to some single part of his own community as he sees it, he cannot be an effective trustee.

To be effective, the trustee needs a sense of the past, a sense of the present, but most important, a sense of the future. If he can show a willingness to inquire, and has a set of values which leads him to form the right questions in his mind, he can be a great asset, an invaluable asset.

Finally, he needs a sense of relationship with the great body of other citizens who are also serving as trustees, so that he may feel the sweep of the nationwide enterprise in which his own institution plays a part. Then he can hold the financial trust of the funds and property of his own institution without letting it occupy his whole attention; he can intelligently support or stabilize the administration of his own school; he can participate intelligently in the forward planning of his institution; and in these respects he is an intelligent and effective representative of the public interest.

This is a rare opportunity for the citizen of a democratic nation. Very few can be equal to such privilege. But the task is eminently worthwhile. And it is worthy of your best.

APPENDIX I

ORGANIZATION OF
MICHIGAN ASSOCIATION OF COMMUNITY COLLEGE BOARDS

The organization of the Michigan Association of Community College Boards (MACCB) has taken place over a period of years. The first meeting of board members of community colleges was arranged by the Midwest Community College Leadership Program in December 1963. The problems and goals of members of the boards of community colleges were discussed. There was no discussion about organizing but there was the recognition of mutual needs on the part of the college boards, no matter where in the state they existed, and it was also mutually agreed that the community colleges were a growing movement and that many more colleges would be established in the near future.

The next opportunity that board members had to meet again was at French Lick, Indiana, in February 1965. At that time the Michigan delegation held an informal meeting to discuss how board members could better promote the community college movement in Michigan. An ad hoc committee was elected to formulate a proposed set of by-laws for an organization of community college board members.

It was at this time in Michigan history that there was a Constitutional Convention called and as part of the new document there was recognized the need for a special board to represent the community colleges in the state as an advisory board to the State Board of Education. After the constitution was adopted, the State Board of Education appointed the State Board for Public Community and Junior Colleges, which reviewed with the Michigan Council of Community College Administrators the relationship of the various groups in the community college field as well as the relationship of college boards and administrators to the State. As a result of this review the State Board for Public Community and Junior Colleges and the members of the Michigan Council of Community College Administrators actively encouraged the formal organization of the Michigan Association of Community College Boards. The drafting of a set of by-laws was accomplished after a thorough review with representatives of nearly all community colleges in Michigan taking an active part.

The organization as it now exists has as its purpose to work to improve the understanding of community college board members of their role as board members and to help formulate the needs of community colleges and forward recommendations to the State Legislators and to the Governor's office.

The relationship between the Michigan Council of Community College Administrators and the Michigan Association of Community College Boards has developed into a logical relationship, with the two organizations supporting an office with an executive secretary for the promotion of the needs of all the community colleges in Michigan.

APPENDIX II

BY-LAWS
MICHIGAN ASSOCIATION OF COMMUNITY COLLEGE BOARDS

ARTICLE I - NAME AND PURPOSE

Section 1. Name. The name of this organization shall be the Michigan Association of Community College Boards, hereafter referred to as the Association.

Section 2. Purpose. The purpose of the Association shall be the advancement of the community college movement in the State of Michigan; more specifically, the purposes shall be:

(1) To exchange ideas relative to the role of community college governing boards and the responsibilities of individual board members;

(2) To work and cooperate with the State Board for Public Community and Junior Colleges;

(3) To study, initiate, and support appropriate state and federal legislation as it affects community and junior colleges.

ARTICLE II - MEMBERSHIP

Section. Regular Membership. Any public community or junior college governing board of the state of Michigan may become a member of the Association on the payment of the current annual membership dues.

Section 2. Withdrawal from Membership. Any member board of the Association may withdraw therefrom by notifying the President of the Association of the desire to withdraw.

Section 3 Suspension of Membership. Any member board of the Association which is in arrears for membership dues for more than six months, after July 1 in any year, shall be automatically suspended and removed from the membership roll of the Association, unless previous arrangment has been completed for the later payment.

ARTICLE III - DUES

Section . How Prescribed. The membership dues shall consist of an annual basic dues plus additional dues based on the number of full-time equated students in the member college for the previous year. Such dues shall be established by the Joint Executive Committee subject to approval by the Board of Directors.

Section 2. Purpose. Dues and assessments shall be used for the purpose of financing the annual budget as approved by the Joint Executive Committee.

ARTICLE IV - FISCAL YEAR

Section 1. Fiscal Year. The Fiscal Year of the Association shall be from July 1 to and including June 30.

ARTICLE V - MEETINGS OF THE MEMBERSHIP OF THE ASSOCIATION

Section 1. Annual. The annual meeting and convention of the general membership of the Association shall be held at a time and place to be determined by the Board of Directors.

Section 2. Special. Special meetings of the general membership of the Association may be called by the President or by a majority of the Directors. Written notice of the time and place of any special meeting shall be mailed to each member board at least fourteen days in advance of the date set for the meeting. Such notice shall state the purpose for which the meeting is called; no other business shall be transacted thereat.

Section 3. Quorum. The presence of board members from one-half of the membership shall constitute a quorum.

Section 4. Votes of Members. Each member board in good standing shall designate from the membership of said board an official delegate and alternate and shall certify such delegate and alterate to the Secretary of the Association prior to the time of meeting. Each member board shall be entitled to one vote upon all matters submitted for vote.

ARTICLE VI - OFFICERS

Section 1. Personnel. The officers of the Association shall be President, Vice-President, Secretary, and Treasurer. The President, Vice-President, and Treasurer shall be members of the Board of Directors.

Section 2. Election. Officers shall be elected annually by the Board of Directors at its first meeting after July 1 in each year.

Section 3. Term of Office. The term of office of all Association officers shall be for one year, or until their successor is elected. No person shall be elected for more than two consecutive terms.

Section 4. Duties. The officers shall perform the duties described for each office by Michigan General Corporation Laws, such duties as usually pertain to their respective offices, and such duties as may be specified by the Board of Directors.

ARTICLE VII - BOARD OF DIRECTORS

Section 1. Board Membership. There shall be a Board of Directors composed of one representative of each member college.

Section 2. Selection. Prior to July 15 each year, each member college shall select and certify to the Association one person from its governing board as a director; any member board may designate an alternate director for any meeting.

Section 3. Quorum. A majority of the directors shall constitute a quorum.

Section 4. Duties. The Board of Directors shall have responsibility for the accomplishment of the purposes of the Association, as established from time to time, within the procedures provided in these by-laws.

Section 5. Meetings. The Directors shall annually determine the time,place, and number of its meetings. Special meetings may be called by the President or a majority of the Board. Notice of the time and place of any special meetings shall be mailed to each member of the Board of Directors at least five days prior to the date set for the meeting. Such notice shall state the purpose for which the meeting is called; no other business shall be transacted thereat.

ARTICLE VIII - EXECUTIVE COMMITTEE

Section 1. Personnel. The Executive Committee of the Association shall be composed of the officers of the Association plus the immediate past President and two Directors elected by the Board of Directors.

Section 2. Duties. The Executive Committee shall possess such power as shall be delegated by the membership or the Board of Directors. The Committee shall provide for an annual audit of all Association resources and expenditures at the end of each fiscal year.

ARTICLE IX - JOINT EXECUTIVE COMMITTEE

Section 1. Personnel. The Executive Committee of the Association shall appoint five members to serve with five members of the Michigan Council of Community College Administrators (MCCA) to form a Joint Executive Committee.

Section 2. Duties. The Joint Executive Committee may, subject to the mutual approval of the governing bodies of the two organizations, employ an Executive Secretary, calculate dues, and prepare a budget for the purpose of carrying out the common interests of the Associations.

Section 3. Limit of Number of Members. No member college shall have more than one member on the Joint Executive Committee.

ARTICLE X - COMMITTEE APPOINTMENTS

Section 1. Appointment. The President shall, with the approval of the Executive Committee, appoint the members of the nominating committee and members of such committees as may be deemed necessary by the Executive Committee or that shall be requested by the membership.

Section 2. Tenure. All appointments to committees shall terminate on the date of the annual meeting or for ad hoc committees when the specific assignment has been performed.

Section 3. Expenditures. No committee shall create any financial liability for the Association, unless such an expenditure shall have been approved both as to purpose and amount by the Executive Committee.

ARTICLE XI - RESOLUTIONS

Section 1. Initiation. Resolutions may be initiated by a member board, Board of Directors, the Executive Committee, or a special committee designated to prepare resolutions. All resolutions, other than courtesy resolutions and resolutions on current legislation, must be submitted in writing to the Executive Committee sixty days prior to the date of the meeting at which action shall be taken.

Section 2. Communication to Member Boards. All proposed resolutions shall be mailed immediately to each individual member of each member college board.

ARTICLE XII - AMENDMENTS

Section 1. Initiation. An amendment to, or revision of, these by-laws may be proposed by any member governing board, the Board of Directors, or the Executive Committee.

Section 2. Adoption. No amendment or revision shall be considered f
by the general membership unless it shall have first been action
each member governing board at least thirty days prior to ent to
time action is to be taken. A two-thirds vote of delegat he
present and voting thereon shall be necessary for adoptio
amendment or revision. Unless otherwise provided, all am of an
or revisions shall take effect immediately upon their ado dments
ion.

ARTICLE XIII - PARLIAMENTARY AUTHORITY

Section 1. The rules contained in Robert's Rules of Order Revised sh
govern the Association in all cases to which they are app l
and in which they are not inconsistent with these by-laws cable
Michigan General Corporation Laws. or

Ratified October 15, 1966.